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Comprehensive analysis of the Office of Military Affairs in the Department of Peacekeeping Operations

Report of the Secretary-General

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Summary

In paragraphs 36 and 37 of its resolution 62/250, the General Assembly requested the Secretary-General to submit a comprehensive report to the Assembly at its sixty-fourth session on the implementation of the strengthening of the Office of Military Affairs and its impact on the organization and capacities of the Office and requested the Special Committee on Peacekeeping Operations to consider the report at its 2010 substantive session. In addition, in its resolution 63/280, the General Assembly endorsed the proposals contained in the report of the Special Committee on Peacekeeping Operations (A/63/19). In its report, the Special Committee requested the Secretariat to assess the efficiency of the Office of Military Affairs in the light of the recent strengthening, and to address the issue of start-up and surge capacity, including through the idea of temporary dedicated mission cells within the Office, staffed with personnel provided by participating troop-contributing countries. Finally, in paragraph 25 of its resolution 62/265 entitled financing of the United Nations Interim Force in Lebanon, the General Assembly requested the Secretary-General to assess whether the strengthening of the Office of Military Affairs approved in its resolution 62/250 had provided sufficient capacity and capability to meet the target date of 30 June 2010 for the termination of the Strategic Military Cell.

The present report responds to those requests. Section I provides background on the enhancement of the Office of Military Affairs and an overview of the present report. Section II briefly outlines the significant evolution in United Nations peacekeeping and considers the implications of those changes for the support of military activities in field operations. Section III details the recruitment status regarding the new posts. Section IV provides a summary of the desired aims of the Office of Military Affairs, as outlined by the Secretary-General in his report to the General Assembly (A/62/752). Section V provides comprehensive details on the implementation of the strengthening of the Office of Military Affairs. Section VI sets out priority areas for the future enhancement of the Office of Military Affairs. Section VII contains conclusions and observations. Section VIII identifies actions that the General Assembly may wish to consider. The annex contains the organization chart of the Office of Military Affairs as at 1 July 2008.

The overall conclusions set out in the present report are that the strengthened Office: is now capable of providing increased strategic direction, oversight and situational awareness; has developed a limited mission start-up, surge and crisis response capability; and now has the full functionality to facilitate the cessation of Strategic Military Cell operations by the target date of 30 June 2010. In the context of an evolving peacekeeping environment, the report is also informed by the key challenges and priorities for United Nations peacekeeping that are being discussed with Member States in terms of the New Horizon process. In this regard, the present report should be read in the light of the analysis and proposals contained in the annual report of the Secretary-General to the Special Committee on Peacekeeping Operations and a forthcoming report of the Secretary-General on the global field support strategy.

Notwithstanding these improvements, the Office of Military Affairs has yet to develop its ability to enhance strategic military expertise in the Department of Peacekeeping Operations through better continuity and staff support. Justification for

the continuation of the resources approved by the General Assembly in its resolution 62/250 and any required adjustments will be reflected in the budget for the support account for peacekeeping operations for the period from 1 July 2010 to 30 June 2011.

I. Introduction

1. The report of the Secretary-General on the comprehensive analysis of the Office of Military Affairs in the Department of Peacekeeping Operations (A/62/752) identified that the increasingly complex and challenging nature of peacekeeping missions, particularly those involving a Chapter VII mandate and partnerships with other organizations, required an enhanced and more capable military staff in the Secretariat. The analysis identified the need for additional military officers at the Secretariat level to: provide strategic military advice and guidance; monitor, support and report on current military operations; enhance the existing military planning capability; and analyse military threats.

2. In June 2008, pursuant to resolution 62/250, 39 additional posts were authorized to strengthen the Office of Military Affairs. In its resolutions 62/250 and 62/265, the General Assembly requested the Secretary-General to submit a comprehensive report to: (a) describe the impact of strengthening on the organization and capacities of the Office; and (b) assess whether the strengthening had provided sufficient capacity and capability to meet the target date of 30 June 2010 for the termination of the Strategic Military Cell. In addition, in its resolution 63/280, the Assembly endorsed the proposals, recommendations and conclusions of the Special Committee on Peacekeeping Operations, as contained in the Committee report (A/63/19), including the request of the Committee for the Secretariat to assess the efficiency of the Office in the light of the recent strengthening, and to address the issue of start-up and surge capacity.

3. The present report addresses the impact of the strengthening on the organization, capacities and effectiveness of the Office of Military Affairs. It provides a detailed account of how the strengthening has qualitatively enhanced the ability of the Office to provide strategic and operational expertise to better support Member States, military elements deployed to the field, the leadership of the Department of Peacekeeping Operations and the Secretariat. The report describes specific areas where strengthening has already enabled the Office to effect capability enhancements consistent with the demands of Member States and identifies areas where the Office anticipates further improvement in the near future. Notably, the report assesses how the strengthening has enabled the Office of Military Affairs to develop a limited mission start-up and surge capacity, and sufficient capacities and capabilities to meet the target date of 30 June 2010 for cessation of Strategic Military Cell operations. It also touches upon proposals to be included in the budget for the support account for peacekeeping operations for the period from 1 July 2010 to 30 June 2011, including to strengthen the administrative support and measures to ensure continuity and experience at an appropriate level within the Office of Military Affairs.

II. Evolution in United Nations peacekeeping

4. United Nations peacekeeping continues to embrace a wide spectrum of operations, ranging from more traditional monitoring missions to large multidimensional operations. United Nations peacekeeping continues to evolve, both conceptually and operationally, to meet new demands, challenges and political realities. United Nations peacekeeping operations are complex, and peacekeepers are mandated to assist the political process, support security sector reform, provide

mission-specific operational advice, counter escalating inter-tribal violence, disarm and reintegrate former combatants and support the return of internally displaced persons and refugees. In addition, United Nations peacekeeping operations are more frequently required to operate in higher threat environments, in which peace agreements and ceasefires are elusive. These more challenging operational environments require new levels of preparedness, strengthened military capabilities to include the capacity and capability to deter and confront any obstruction to the implementation of a mission mandate and the ability to provide greater oversight.

5. As at the date of the submission of the present report, the Department of Peacekeeping Operations and the Department of Field Support manage and support 15 peacekeeping missions worldwide. The Office of Military Affairs provides military support to four political missions led by the Department of Political Affairs and provides military advisers to the African Union to strengthen its long-term capacity and to support its current operations. As at 31 August 2009, over 117,000 military, police and civilian personnel were deployed on United Nations missions, including over 83,000 military personnel. Moreover, several of the missions have undergone significant expansion during the past five years, with new missions in the Central African Republic and Chad, and in Darfur. As a result, the United Nations is the largest multilateral contributor to post-conflict stabilization worldwide. Notably, the current strength of military personnel deployed on United Nations peacekeeping missions represents an eightfold increase in United Nations peacekeeping since 1999. In addition, the global nature of United Nations peacekeeping surpasses any other national or international effort.

6. The increased complexity of United Nations peacekeeping is evidenced by the African Union-United Nations Hybrid Operation in Darfur, the critical support provided by the European Union in the start-up phase of the United Nations Mission in the Central African Republic and Chad, and Member States efforts against piracy. These operations constitute unique and complex models of cooperation and partnerships between United Nations peacekeeping and other organizations. They have required military engagement between organizations in military planning at the strategic level, force generation, deployment, support and monitoring to ensure coherence and mutual reinforcement of collective efforts.

7. The more challenging operational environments have led to Member States increasing their demand for prompt and professional advice and guidance from the United Nations on the preparation of military contingents and officers for such missions. In addition, crisis situations require constant monitoring by the Secretariat in order to prepare and, if necessary, implement contingency plans, in conjunction with the mission. Troop-contributing countries must also be briefed on the situation and the intentions of the United Nations. Given that crisis situations endanger the lives of United Nations personnel and those under their protection, additional security measures are required by the military to mitigate these risks. Furthermore, the deployment of troops into higher threat and complex environments, coupled with a growing number of specialized operations, requires highly qualified military personnel to plan and generate those capabilities. The delivery of time-sensitive information on activities that pose a direct threat to United Nations personnel and those under their protection is therefore essential. Consequently, the Office of Military Affairs has recognized the need for an increased capacity to collate military information, produce assessments and sound contingency plans and engage with Member States, military elements deployed to the field, the leadership of the

Departments of Peacekeeping Operations, Political Affairs and Field Support, as well as other areas of the Organization, and regional organizations such as the African Union.

8. Finally, a long-standing challenge has been the ability to start up and expand missions within the timelines set by the Security Council. While the United Nations Standby Arrangements System provides a guide to available resources within set time frames, it provides no guarantee of troop contribution. In addition, the experience of force generation for the establishment of military component headquarters in the field demonstrates that the United Nations cannot rely on the option of calling upon Member States to provide a start-up capacity at short notice. This can contribute to a serious loss of momentum in the political or ceasefire process. Hence, the Office of Military Affairs has recognized the need to develop an organic capacity that can be temporarily deployed to the field to facilitate rapid mission start-up or to assist in providing a surge capacity in support of an existing mission.

III. Recruitment status of the Office of Military Affairs

9. In terms of the 39 new positions authorized for the Office of Military Affairs in June 2008, one third of the personnel had arrived by 30 June 2009, two thirds had arrived by 30 September 2009 and, as at the date of submission of the present report, virtually the entire strength (38 of the 39 new positions) had arrived. The successful candidate for the remaining position declined the offer of appointment two weeks prior to his expected arrival date, and the position has been advertised in the vacancy announcements campaign 2010.

10. Member States also approved six additional military positions as part of the Office of Military Affairs staffing complement, who serve as embedded officers with the Department of Field Support. Of the six new positions authorized for the Department of Field Support, two positions were filled in October and November and, as at the date of submission of the present report, the four remaining positions have been recruited but have not yet arrived, pending visa and other administrative requirements. These officers are expected to arrive early in the first quarter of 2010.

IV. Desired aim of the Office of Military Affairs

11. The Office of Military Affairs seeks to be the effective, efficient and responsive military body at United Nations Headquarters that inspires the confidence of Member States, military elements deployed to the field, the Secretary-General, the leadership of the Departments of Peacekeeping Operations, Political Affairs and Field Support, as well as other areas of the Organization and regional organizations. To achieve this desired aim, the Office of Military Affairs has identified three key tasks. First, it seeks to provide timely, accurate and relevant military expertise to Member States, military elements deployed to the field, the leadership of the Department of Peacekeeping Operations and the Secretariat. Second, it seeks to provide effective support and guidance to the military components of peacekeeping operations and special political missions. Third, it seeks to provide staff to support and conduct the start-up of a new mission or of a surge in support of an existing mission.

V. Current and anticipated capabilities

12. The enhancement of the Office of Military Affairs has enabled the Office to address effectively the challenges and deficiencies it identified in the 2008 comprehensive analysis (A/62/752) and to mitigate the key risks identified by the Office of Internal Oversight in its 10 September 2008 risk assessment of the Department of Peacekeeping Operations. In the report, the Office stated that it had an insufficient information and analysis capacity for military planning, an insufficient number of planning officers, insufficient maritime and aviation expertise and a lack of officers to establish a mission start-up or surge capability.

13. The addition of new military and civilian personnel, coupled with a significant investment in developing military planning guidelines, doctrine and support for training, have enhanced the ability of the Office to:

(a) Provide strategic guidance and oversight;

(b) Develop a better capacity to continuously survey the situation in the field;

(c) Provide situational awareness of future challenges;

(d) Conduct threat analysis, enhancing force protection and crisis response;

(e) Conduct strategic and operational planning;

(f) Provide expertise in specialized areas of activity to include critical military expertise as part of Department of Policy, Evaluation and Training-led mission evaluations;

(g) Develop more accurate mission databases, improve internal coordination and therefore enhance its support of Member States, military elements deployed to the field, the leadership of the Department of Peacekeeping Operations and the Secretariat.

In particular, the addition of a Chief of Staff position (D-1) has enabled greater oversight, synergy and effectiveness within the Office and has enhanced coordination among the Services and teams.

14. The strengthening of the Office has also enabled it to improve coordination with, and the provision of military expertise to, the military personnel assigned to the Office of Operations integrated operational teams. The integrated operational team concept in the Office of Operations contributes towards ensuring the integration of efforts between the Departments of Peacekeeping Operations and Field Support in their direction and support to peacekeeping missions. The teams are particularly important in the start-up phase to establish a new mission and in terms of providing support for existing missions during periods of high operational activity. The teams also develop integrated mission assessments and integrated deployment plans and draw on specialist support from all areas, including the military. The military personnel assigned to the integrated operational teams represent, and have the delegated authority from the Office of Military Affairs to convey, the position of the Office of Military Affairs. Clear roles and responsibilities between the two Offices have been established, and coordination is achieved in formal weekly meetings between the Military Adviser, Service Chiefs and Team Chiefs and each Senior Military Liaison Officer, and in daily coordination

at the Desk Officer-level between the Office of Military Affairs and each integrated operational team.

15. The strengthening of the Office of Military Affairs has enabled the Office to develop a limited mission start-up and surge capacity and to meet the target date of 30 June 2010 for the Strategic Military Cell to cease operations.

16. The Office of Military Affairs recognizes that the more complex missions and more challenging military tasks that characterize United Nations peacekeeping have increased the need to facilitate the flow of information to Member States. In particular, national Governments, the media and the public of the more than 110 troop-contributing countries increasingly seek information about the missions to which their military forces are deployed or may be deployed. The strengthening of the Office has enabled the Office to improve the flow of strategic and operational information to Member States, including through more frequent meetings with troop-contributing countries, bilateral meetings and direct engagement. In addition, it has enabled the Office to engage troop-contributing countries well in advance of the Security Council meetings.

17. The anticipated capabilities arising from the four embedded positions located in the Logistics Support Division of the Department of Field Support will:

(a) Improve the management and accountability of field fuel operations, including the creation of fuel management policies, and programmes for military contingents containing over 100,000 troops;

(b) Enhance the strategic management of contingent-owned equipment, including cross-cutting analysis of equipment inventories, contingent capabilities and performance, trends and associated costs, as well as the management of memorandums of understanding, resulting in cost savings in the delivery of equipment and services by troop contributors and the Department of Field Support to field missions;

(c) Improve the planning and coordination of military engineering tasks in support of field operations;

(d) Develop policies, procedures and standards for military air aviation activities to ensure the adequacy of all existing arrangements for military aviation in operations, safety compliance and aviation security requirements in support of peacekeeping by the Department.

A. Military Planning Service

18. Within the overall political framework set by a Security Council mandate, the Military Planning Service is responsible for developing military strategic and operational plans for the military components of current and future peacekeeping operations, in close consultation with the Office of Operations and other relevant entities within the United Nations system. It has four principal functions. First, it provides military planning expertise to the Secretariat and military components of peacekeeping operations. Second, it conducts long-range contingency planning for developing crises as directed by the senior management. Third, it provides the core military contribution in technical assessment missions related to potential future

peacekeeping missions. Fourth, it prepares and revises all strategic military plans and directives for the military components of peacekeeping missions.

19. The strengthening of the Office has enabled the Military Planning Service to develop a greater strategic and operational military planning capability, to provide enhanced situational awareness for decision makers and to facilitate greater effectiveness within peacekeeping operations. The increase of Professional staff has enhanced the ability of the Office to inform decision makers in the Departments of Peacekeeping Operations and Field Support of current planning issues and to develop effective response options. Whereas previously a Planning Officer had responsibility for several missions, the increase in staff numbers has enabled the Military Planning Service to allocate at least one Planning Officer to cover each mission. Moreover the recruitment of specialist personnel has created a new future plans dedicated capability, including maritime and aviation specialists, and has enhanced the capability of the Military Planning Service to conduct contingency planning for existing and potential missions. This is a notable development since such specialist expertise did not previously exist. This capability will continue to develop as the desk officers increase their knowledge of current peacekeeping operations and potential crises, and will also benefit from the development of Assessment Team products.

20. The strengthening of the Office has also enabled the Service to increase its ability to support peacekeeping operations by developing more detailed and useful key planning documents, including each mission's Operational Estimate, military Concept of Operations, Rules of Engagement, Force Requirements, Directive to the Force Commander and Military Capability Studies. The increase in staff numbers has also enabled the Service to conduct continual reviews, annual formal updates, and updates of existing planning documents to reflect Security Council resolutions, enhancing the timeliness, accuracy and relevance of support provided to peacekeeping operations and the Services alike. For example, the Military Planning Service is now able to expedite the update of force requirements documentation, which will assist the Force Generation Service in engaging potential troop-contributing countries. This is a significant change since previous staffing levels precluded the ability of desk officers to conduct such frequent reviews of military planning documentation for all peacekeeping operations.

21. The strengthening of the Office has enabled a Military Operational Advisory Team to be established within the Service to fill a technical military capability gap and complement the work of the Integrated Training Service. The preparation of forces for Darfur revealed that, while training remains the responsibility of troop-contributing countries, the United Nations should be enabled to provide a greater degree of mission-specific advice and guidance on current military trends, operational tasks and the challenges facing United Nations peacekeeping in order to assist in predeployment preparations. The Department of Peacekeeping Operations has developed training on mission-specific operational military issues to assist troop-contributing countries to better prepare their personnel and has developed an ongoing predeployment visit programme led by the Team. This support has already enhanced the ability of Member States to contribute to peacekeeping operations and will continue to improve the efficiency of force generation.

B. Force Generation Service

22. The Force Generation Service executes the central role performed by the Office for the generation and rotation of the military forces required for effective United Nations peacekeeping. The Service has three key functions. First, it generates, rotates and administers formed military units, staff officers, military experts and United Nations contracted military personnel. Second, it ensures that contributions meet operational requirements, including by means of predeployment visits. Third, it supports troop-contributing countries in negotiating memorandums of understanding with the Department of Field Support. In addition, the Service is responsible for military-specific personnel administration issues and policies related to the appointment, employment and conditions of service of military units and individuals in the field. This responsibility includes: (a) policy advice and action in regard to disciplinary matters following formal inquiry and investigation; (b) the processing of honours and awards, including United Nations service medals; and (c) matters related to the conditions of employment of military personnel in the field.

23. The Service is also responsible for maintaining United Nations records of military service by individuals, updating a database on the military contributions of Member States to United Nations missions, being the focal point within the Department of Peacekeeping Operations for the United Nations Standby Arrangements System and coordinating technical military advice from the other Services during negotiations with troop-contributing countries on contingent-owned equipment.

24. The strengthening of the Office has enabled the Force Generation Service to meet all core force generation requirements and to reinforce both the military personnel and standby arrangements teams that hitherto had been used to augment the force generation capability during the start-up of new missions. The allocation of new professional staff has already enabled better management of the increasing number of troops, particularly individuals, deployed to United Nations peacekeeping operations. Strengthening of the Standby Arrangements Team has given the team the depth and flexibility to increase the number of United Nations Standby Arrangements System briefings to Member States. A specific benefit is the additional time and effort that is being devoted to bringing emerging troop-contributing countries into the Standby Arrangements System and the provision of the expert assistance required to enable emerging troop-contributing countries to participate in United Nations peacekeeping operations. Overall, the strengthening of the Office has given the Force Generation Service the resources needed to streamline the force generation process by facilitating the ability of the Service to rapidly complete tasks. These tasks include developing force generation documentation, specifically memorandums of understanding; planning for the conduct of, and follow up to, predeployment visits; coordinating reconnaissance visits by troop-contributing countries; and conducting contingent-owned equipment negotiations. In addition, the strengthening has enhanced the ability of the Service to support the Military Planning Service in the generation of force requirements. As a consequence, the military components of current and potential peacekeeping operations are now better able to contribute effectively and efficiently to United Nations peacekeeping operations.

25. The Force Generation Service will have a closer rapport with Member States as a result of the additional time and effort devoted to improvements in the following areas: (a) reduced deployment times, achieved by regular dialogue with Member States concerning the movement planning tool, timeline benchmarks for deployment and updated tables of organization and equipment; (b) a greater capacity to conduct capability assessment visits to emerging troop-contributing countries, evidenced by a twofold increase in such visits in 2009 compared to previous years; (c) an improved Service-wide ability to work with the permanent missions to the United Nations on their specific areas of concern, such as their ability to provide troops, and major equipment for peacekeeping operations; and (d) encouragement of partnerships between Member States to overcome force generation insufficiencies.

C. Current Military Operations Service

26. The Current Military Operations Service is responsible for monitoring the routine and non-routine operations of all United Nations military components in the field. This includes collating military information related to activities, operations, trends and developments in order to assess the progress made towards the achievement of military strategic objectives and thereby measure the effectiveness of military operations. The Service also provides detailed information on military operations in the field to enhance the current situational awareness of the Office of Military Affairs, the Departments of Peacekeeping Operations and Field Support and actively contributes to crisis response activities.

27. The Service has several functions that support Member States, military elements deployed to the field, the leadership of the Departments of Peacekeeping Operations, Political Affairs and Field Support, as well as other areas of the Organization and regional organizations, as appropriate, including:

(a) Providing oversight, guidance and support for military components deployed to the field;

(b) Providing information to troop-contributing countries on the current military situation and technical repatriations;

(c) Monitoring the military situation in mission areas, executing in-depth analysis and contributing to the crisis response efforts of the Department of Peacekeeping Operations;

(d) Maintaining data sheets, maps and current briefing packs to enhance situational awareness for the Department of Peacekeeping Operations, the Secretariat, the Security Council and Member States;

(e) Coordinating and holding briefing sessions for incoming and outgoing senior military commanders and heads of military components and analysing their end-of-assignment reports;

(f) Coordinating and providing support for all private and informal meetings between the Security Council and troop-contributing countries;

(g) Facilitating field visits by troop-contributing country representatives, including the military and police advisers community;

(h) Organizing the annual heads of military components conference and supporting the military intermission conferences;

(i) Organizing or assisting in field visits by senior leaders from United Nations Headquarters in New York;

(j) Reviewing all military-related boards of inquiry and coordinating the response of the Office of Military Affairs to disciplinary issues;

(k) Providing input to the Directive to the Force Commander;

(l) Coordinating the inputs of the Office of Military Affairs to the results-based budgeting frameworks of peacekeeping operations for final coordination and integration by the integrated operational teams;

(m) Following up with military components deployed to the field, the situation centre and troop-contributing countries on casualty notification, including the dispatch of letters of condolence.

28. The strengthening of the Office of Military Affairs has enabled the Current Military Operations Service to fulfil all key tasks with greater intensity and depth, thus enhancing the ability of the Department of Peacekeeping Operations to provide military strategic oversight and management of increasingly challenging military operations. The addition of Professional military officers has enabled the Service to comprehensively monitor, analyse and report on all current operations and enhance the Office's level of situational awareness on key issues. Whereas previous staffing levels precluded the ability of desk officers to assimilate all mission reporting, including some routine reporting, the officers are now able to analyse over 350 reports comprising daily, monthly, annual, end-of-assignment and after-action reports. This change has enabled increased oversight and responsiveness, greater accuracy in the information on mission databases, follow-up action that is more prompt and a higher level of guidance and support on current operations issues for Member States, military elements deployed to the field, the leadership of the Department of Peacekeeping Operations and the Secretariat.

29. The strengthening of the Office has also enabled the Current Military Operations Service to plan, organize and provide substantial support to key conferences, such as the annual heads of military components conference, in support of enhancing current peacekeeping operations. In December 2008, the Service supervised and supported the first inter-mission conference (United Nations Mission in the Central African Republic and Chad/African Union-United Nations Hybrid Operation in Darfur/United Nations Mission in the Sudan/United Nations Organization Mission in the Democratic Republic of the Congo) in Addis Ababa and will continue to support this activity on a quarterly basis. The Service also supported the past three West African missions military conferences (United Nations Mission in Liberia/United Nations Operation in Côte d'Ivoire) in February, May and August 2009 and the past two Middle East missions conferences (United Nations Interim Force in Lebanon/United Nations Disengagement Observer Force/United Nations Truce Supervision Organization) in July and October 2009. This level of support was not possible under previous staffing arrangements.

D. Assessment Team

30. The strengthening of the Office has enabled authorization of a limited capacity to address the proposal of the Secretary-General to provide a new capability within the Office of Military Affairs to deliver proactive, timely, accurate and detailed analysis of the strategic military and threat situations in current and potential peacekeeping operations. The Assessment Team will anticipate and respond to critical military and threat information requirements enhancing force protection and senior decision-making by providing operational and strategic level analytical products to support the United Nations military components of peacekeeping operations and special political missions.

31. The Assessment Team structure reflects the regional structures in the Department of Peacekeeping Operations, ensuring a direct supporting link for all matters related to military information analysis between the Office of Military Affairs, the integrated operational teams and the military components of the peacekeeping operations and special political missions.

32. The principal functions of the Assessment Team are to produce and disseminate operational and strategic military assessments resulting from the collation and analysis of military and other threat information, responding to the information requirements of the Office of Military Affairs, the Department of Peacekeeping Operations and other clients. The activities of the Assessment Team complement the management of current military operations, including crisis response, and support planning for the military components of potential United Nations peacekeeping missions. The capacity of the Assessment Team enhances the protection of United Nations military and civilian elements in the field through proactive and timely information on potential threats, enhances operational effectiveness and crisis response and improves planning and decision-making.

33. The Assessment Team provides detailed military analysis and assessments to complement the comprehensive assessments of the Situation Centre. The Assessment Team performs its role in coordination with the Situation Centre, the focal point for security within the Departments of Peacekeeping Operations and Field Support, and the Office of Operations. In coordination with the focal point for security, the Assessment Team also works closely with the Department of Safety and Security, which is responsible for the protection of United Nations civilian personnel, to ensure that military security analysis is appropriately validated and disseminated. During a crisis, the Assessment Team facilitates the delivery of time-sensitive information to troop- and police-contributing countries when events pose a direct threat to United Nations military and police, United Nations personnel and property. The Assessment Team also plays an important role in providing validated information and data support to staff of the Office of Military Affairs who are planning new missions or adjusting the operational concept for existing operations, generating forces or monitoring current operations.

34. The Assessment Team collates, analyses, processes and disseminates information obtained through open sources and coordination with online resources, United Nations organizations and partners, the military components of peacekeeping operations and special political missions, Member States and regional actors. The Team undertakes military information assessments, preparing focused responses to critical information requirements.

35. Assessments are focused on a set of specific, prioritized issues and critical information requirements developed by or on behalf of clients. Priorities are responsive to ever-changing global requirements. The Military Adviser is the final arbiter of Assessment Team priorities.

36. Assessment Team regional desk officers ensure that operational information provided by the military components of peacekeeping operations and special political missions is integrated with other indices to inform United Nations military strategic planning and advice. A focus on strategic areas or regions of interest, particularly those comprising a number of the military components of peacekeeping operations and special political missions with influence on each other, allow regional dynamics to be better analysed in support of strategic planning and crisis response. Integrated regional threat assessments, developed independently but mindful of Situation Centre and Department of Safety and Security analyses, contribute to a broader perspective, with the objective of improving the safety and security of all United Nations civilian and military personnel and of providing indicators and warnings.

37. The Assessment Team develops, updates and coordinates information analysis products relevant to United Nations Headquarters, the military components of peacekeeping operations and special political missions and other clients. These products collate information from military sources, the Situation Centre, the Department of Safety and Security, United Nations agencies, funds and programmes and open sources, which are analysed from the perspective of military capacities and threats to each of the military components of peacekeeping operations and special political missions. Within the Assessment Team regional elements, mission-specific analyses are incorporated into broader regional contexts within the Department of Peacekeeping Operations or Department of Political Affairs (for political missions containing military personnel). These analyses contribute to wider threat and risk assessment efforts on the precise nature of the operating environment as it applies to both armed and unarmed field personnel. These products both inform and are informed by Situation Centre reports and Department of Safety and Security risk assessments to ensure that the widest possible spectrum of specialist analysis is harnessed and coordinated.

E. Policy, Liaison and Doctrine Team

38. The strengthening of the Office of Military Affairs has enabled the Office to formally establish the Policy, Liaison and Doctrine Team. Previously, the requirements for military policy, doctrine and capability development were handled by staff who were also responsible for planning of the evaluation by the Department of Peacekeeping Operations of peacekeeping operations, liaison with partners, civil-military coordination, military planning and force generation. As a result, the Office could not pursue all policy and related tasks mandated by the Department of Peacekeeping Operations and provide timely and effective guidance to the military components of peacekeeping operations.

39. Strengthening of the Office of Military Affairs has enabled the Office to draft military policy guidelines and directives in support of the Office's vision, mission and goals. The Policy, Liaison and Doctrine Team is able to identify and contribute towards filling essential gaps in United Nations military policy and doctrine;

identify ways and make proposals to enhance the technical capability of military contingents in peacekeeping missions; pursue activities to facilitate understanding among troop-contributing countries of critical issues and challenges pertaining to contemporary peacekeeping; draw on lessons learned in peacekeeping operations; and define the necessary concept for and develop an appropriate policy framework and response. Since the establishment of the Policy, Liaison and Doctrine Team, the Office of Military Affairs has also been able to participate in 58 guidance development projects on cross-cutting issues, ensuring that the guidance document envisaged echoes or articulates the views of the Military Adviser, the Department's principal adviser for military matters. The Team outputs are further reflected in United Nations working group discussion papers, interdepartmental task force documentation, Secretary-General reports and speeches and supporting material for peacekeeping missions and troop-contributing countries. The Military Adviser confirms and adjusts priorities on the development of the major documents and efforts of the Team.

40. The Team focuses on supporting several priority issues whose effective resolutions are expected to improve the way the United Nations conducts peacekeeping operations and activities. The strengthening of the Office has enabled the Team to pursue four key projects that have been identified to be critical by United Nations conferences, including on the theme "Women targeted or affected by armed conflicts: what role for military peacekeepers?" and on robust peacekeeping, conducted with the top 30 troop-contributing countries and other Member States in May 2008 and 2009, respectively. These projects involve developing guidance on mandate implementation to enable leaders at all levels (force commanders, deputy force commanders, brigade/sectors, battalion and company commanders) to understand the responsibility of peacekeepers to address sexual violence and to conduct appropriate training for their subordinates and drafting policies and doctrines that will lead to greater clarity and understanding of such concepts as robust peacekeeping, the protection of civilians and operational readiness tests. The guidelines on these significant priorities are in addition to policy issues and activities for which the Team has already produced drafts for consideration, on issues such as the Department of Peacekeeping Operations/Department of Field Support concept on robust peacekeeping; modern technology for improved situational awareness in missions; gender guidelines for military peacekeepers; guidelines on denial/destruction of contingent-owned equipment; civil-military coordination in United Nations peacekeeping integrated missions; and foundations for more responsive military support to peacekeeping operations.

F. Military mission start-up or surge capacity

41. The United Nations Standby Arrangements System provides a guide to available resources within set time frames, but provides no guarantee of troop contribution by Member States. In his report (A/62/752), the Secretary-General therefore identified that the ability to provide military personnel to support the start-up of a new mission or surge in support of an existing mission remained a critical deficiency. Accordingly, the Office of Military Affairs proposed to develop an organic capability to assist meeting that demand. Subsequently, in its resolution 63/280, the General Assembly endorsed the proposals, recommendations and conclusions of the Special Committee (see A/63/19), including the request of the

Committee for the Secretariat to address the issue of start-up and surge capacity, including through the idea of temporary dedicated mission cells within the Office, staffed with personnel provided by participating troop-contributing countries. In this regard, the Office of Military Affairs has identified three related but separate requirements for consideration by Member States: (a) for a new mission: a mission start-up capability that could deploy rapidly to the peacekeeping operation to bridge the gap between a Security Council mandate and the arrival of contingents from troop-contributing countries; (b) for an existing mission: a surge capability that could rapidly deploy to the peacekeeping operation to temporarily reinforce and support a military field headquarters; (c) for either a new or an existing peacekeeping operation: a temporary dedicated mission cell within the Office of Military Affairs, staffed with Office personnel and augmented with personnel from troop-contributing countries, depending on mission-specific requirements.

42. The strengthening of the Office of Military Affairs has enabled the Office to have the capacity to provide up to 14 mission critical staff to form the nucleus of a military force headquarters able to rapidly deploy to support the start-up of a new peacekeeping operation or the expansion of an existing peacekeeping operation. To ensure deployment of a staff component with suitable skills, knowledge and experience, the Military Adviser would examine the mission requirements and situation and tailor the component accordingly. It might comprise a small number of specialist officers to strengthen an existing operation or up to 14 military staff to provide the core functional areas of a military force headquarters for a new operation, such as the commander, a military assistant, three personnel/administration staff, five intelligence/operations staff and four planning staff. Officers with the required skills, knowledge and experience would deploy to the peacekeeping operation, and staffing arrangements within the Office would be temporarily adjusted to cover the primary responsibilities of deployed military staff.

43. The mission start-up or surge staff would have immediate credibility, be able to use the United Nations system to rapidly develop the new mission's capability and therefore accelerate the new mission's ability to reach initial operational capability. For an existing mission that requires a surge capacity to cope with a planned or unexpected event, the relevant Office of Military Affairs desk officers would form the core of the team, rapidly deploy to the mission area and immediately assist in strengthening the military component of the mission. The Military Adviser, in conjunction with the receiving mission, could request the Executive Office of the Departments of Peacekeeping Operations and Field Support to assign any Office of Military Affairs seconded officer on temporary duty for a period for up to 90 days. Should the requirement for mission start-up or surge staff extend beyond three months, the Military Adviser would ensure that there is a seamless transition of rotations so that no officer would serve beyond 90 consecutive days.

44. In addition, such personnel could be used to create the nucleus of a temporary dedicated mission — or crisis — cell within the Office of Military Affairs, augmented if necessary by qualified military personnel from interested troop-contributing countries under appropriate administrative arrangements. Enhancement of the Office has provided the Office with the necessary expertise for current levels of naval, ground and air operations. In the view of the Office of Military Affairs, it is more efficient in terms of time and experience to have the majority of crisis cell personnel come from within the Office of Military Affairs since these personnel

already understand the United Nations system and have already been working on the crisis prior to the cell's creation.

45. Notably, given its strength, the Office of Military Affairs is unable to provide the nucleus of the military component of a new mission and augment an existing mission simultaneously. Hence, should such a requirement occur simultaneously, the support provided by the Office of Military Affairs would need to be augmented by the military personnel of Member States.

46. In summary, as a result of the enhancement, the Office of Military Affairs now has the capacity to deploy up to 14 military staff to support a new mission, or a surge, with rotations after three months at any one time, or create a temporary dedicated mission cell consisting of Office of Military Affairs and troop-contributing country personnel. The ability of the Office of Military Affairs to support each of these potential requirements will, without additional reinforcement, be limited by the availability of individual subject matter expertise and by the inability to provide simultaneous support to each potential task. Beyond this capability, the means to reinforce the Office of Military Affairs would have to be pursued.

G. Ability to absorb Strategic Military Cell functions

47. As a result of the month-long hostilities between Hizbullah and Israel in Lebanon in 2006, the Security Council, in its resolution 1701 (2006), authorized an increase in the force strength of the United Nations Mission in Lebanon (UNIFIL) to 15,000 troops (from 2,000). Subsequently, the Secretary-General identified the need to strengthen the former Military Division (now the Office of Military Affairs) to effectively support the scope and complexity of military tasks to be performed by UNIFIL (see S/2006/670 and S/2006/730).

48. In response to that need, the Strategic Military Cell was created on 12 September 2006, with the full complement of expert military capacities to ensure that the expansion, deployment and additional mandated responsibilities of UNIFIL were conducted with, and supported by, sufficiently dedicated capabilities, employing best practices and lessons learned from contemporary military planning and strategic guidance. The Strategic Military Cell was established by drawing on the institutional expertise of the Office of Military Affairs and was staffed by officers from key troop-contributing countries. It reached a maximum strength of 32 staff on 15 December 2006. UNIFIL has subsequently become the third largest United Nations peacekeeping mission and continues to operate in a volatile and high threat environment.

49. The key tasks of the Strategic Military Cell are to:

(a) Monitor, assess, report and/or advise on UNIFIL operations to Member States, the Security Council, the leadership of the Department of Peacekeeping Operations and the Secretariat;

(b) Ensure that forces are employed in accordance with the UNIFIL military-strategic concept of operations;

(c) Provide technical military advice and direction to the head of the UNIFIL military component, consistent with the political direction of the Under-Secretary-General for Peacekeeping Operations;

(d) Review the UNIFIL military-strategic concept of operations and, in consultation with Department of Peacekeeping Operations senior management, recommend any adjustments to the Under-Secretary-General for Peacekeeping Operations;

(e) Review and update, as required, key mission documentation, such as the UNIFIL force requirements and rules of engagement;

(f) Conduct military planning in accordance with direction from the Under-Secretary-General for Peacekeeping Operations.

50. Pursuant to the strengthening of the Office of Military Affairs approved by the General Assembly in resolution 62/250, the Strategic Military Cell began to progressively hand over its functions to the Office. In its resolution 62/265, the Assembly requested the Secretary-General to assess whether the strengthening of the office had provided sufficient capacity and capability to meet the target date of 30 June 2010 for termination of the Strategic Military Cell.

51. The Department of Peacekeeping Operations therefore developed a "road map to transition", which directed the Strategic Military Cell to liaise closely with its counterparts in the Office of Military Affairs, to participate with the Office in all activities, to pass the "lead" to the Office no later than April 2010 and to repatriate all Strategic Military Cell positions by 1 July 2010. On 1 July 2008, the Strategic Military Cell and the Office of Military Affairs commenced the transition towards the Office absorbing all the current functions of the Strategic Military Cell and reviewed the allocation of Strategic Military Cell staff against specific staff functions, the challenging nature of the UNIFIL mission and the specified and implied tasks. Notably, whereas the Strategic Military Cell has a single mission focus, the Office of Military Affairs is responsible for UNIFIL force generation tasks, allocating planning officers to support the UNIFIL deployment, prioritizing development of the Assessment Team and the Current Military Operations Service to support the UNIFIL intelligence function and conducting recruitment of specialized air and maritime planning officers within the Military Planning Service. In addition, the Office of Military Affairs will continue to coordinate with the Office of Operations and the Department of Field Support and to use an integrated approach to ensure the highest possible level of support for UNIFIL.

52. At the same time, the military component of UNIFIL has developed its capability and become less reliant on support from the Strategic Military Cell. Moreover, since deployment of the strengthened military force to UNIFIL in 2006, the Office of Military Affairs (formerly the Military Division) has continued to play a critical role in the force generation aspects of the military component of the Mission. These facts, coupled with support from the Office of Military Affairs, the Office of Operations and the Department of Field Support enabled the Strategic Military Cell to reduce its staff to 25 positions by December 2008 and to 17 positions by September 2009.

53. The enhancement has enabled the Office of Military Affairs to improve its capacity to provide strategic guidance and technical expertise, develop an organic intelligence collation and assessment capability and recruit personnel with specialist

maritime expertise. By the target date of 30 June 2010, the Office of Military Affairs will be fully capable of monitoring the Mission, providing enhanced oversight and guidance, providing strategic level military expertise, and ensuring that military plans and guidance are consistent with the Organization's approach, policy and procedures. In addition, the Office of Military Affairs will continue to coordinate with UNIFIL headquarters on all aspects of maritime and land operations, with the Department of Peacekeeping Operations Situation Centre in monitoring the situation in Lebanon and with the Department of Field Support on logistics, finance and personnel support issues.

54. As a result of the 08/09 enhancement, the Office of Military Affairs will have the capacity to fully absorb all key functional responsibilities of the Strategic Military Cell by 30 June 2010, at the latest, without degrading its current high-level support to Member States, military elements deployed to the field, the leadership of the Department of Peacekeeping Operations and the Secretariat.

VI. Priority areas for future enhancement

55. The strengthening of the Office has enabled it to qualitatively enhance its capability at the Professional desk officer level, but there are also particular areas where the Office remains weak. For example, the strengthening focused on the Professional level, and there was not a commensurate increase in the number of General Service staff, which has created an unsustainable workload on these individuals. An increase in administrative support would hasten the processing of documentation, accelerate the induction of seconded military officers (a third of which rotate each year) and expedite their familiarization with standard United Nations procedures for correspondence, drafting of reports, official travel and mandatory United Nations training; and relieve Professional staff from having to complete administrative tasks, thus enhancing their effectiveness. In addition, the enhancement did not address the requirement to ensure continuity, stability and the retention of knowledge and experience within the Office of Military Affairs, an important capability currently lacking in the Office due to the frequent turnover of senior-level personnel. The conversion of a few existing military officer positions to civilian positions would therefore enhance continuity in the Office of the Military Adviser as well as at the Service and Team levels within the Office of Military Affairs. Such an investment would enable the Office of Military Affairs to better meet all critical tasks in support of Member States, military elements deployed to the field, the leadership of the Department of Peacekeeping Operations and the Secretariat. Justification for the continuation of the resources approved under the strengthening of the Office and any required adjustments will be reflected in the budget for the support account for peacekeeping operations for the period from 1 July 2010 to 30 June 2011.

VII. Conclusions

56. The strengthening of the Office of Military Affairs has significantly enhanced the ability of the Office to support United Nations peacekeeping operations. The Office is now better equipped to provide strategic direction and oversight, conduct timely, accurate and detailed threat analysis, undertake strategic and operational

planning, meet rapid deployment timelines, assist emerging troop-contributing countries and provide specialized expertise in critical areas of activity. The enhancement has also enabled the Office to further develop its level of situational awareness — a key capability that will improve proactive decision-making at the strategic and operational levels, as well as clearer direction and responsiveness in support of senior United Nations leadership in New York, force commanders in the field and troop-contributing countries. In addition, the strengthening of the Office has enabled the Office to develop a limited mission start-up and surge capacity and to meet the target date of 30 June 2010 for the Strategic Military Cell to cease operations. Collectively, these capabilities have enabled the United Nations to improve its ability to support current military operations in demanding environments and to adapt to future challenges.

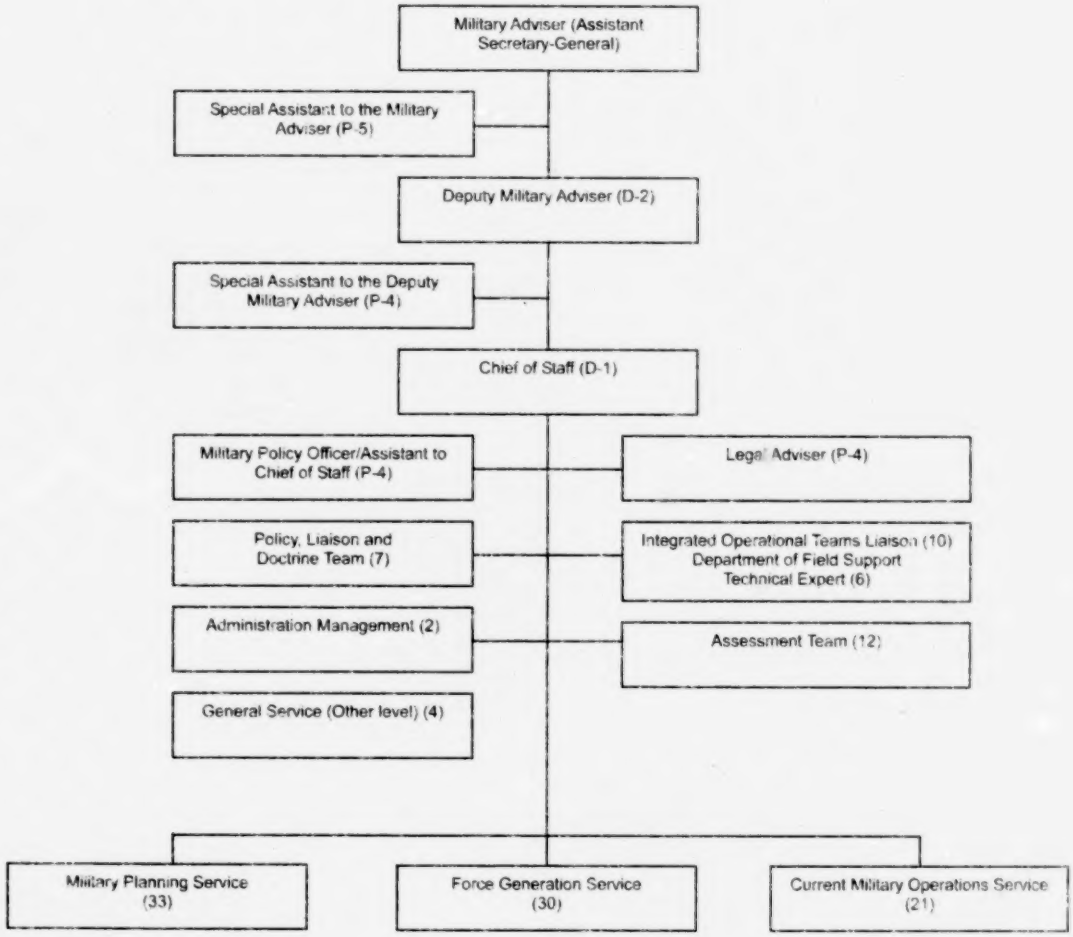
57. The full effects of the enhancement are likely to enable the Office of Military Affairs to achieve further gains through improved reporting to the Security Council, the General Assembly, other intergovernmental bodies and troop-contributing countries and to allow for more fully informed decisions on issues relating to peacekeeping; to effect the rapid deployment and establishment of peacekeeping operations in response to Security Council mandates; and to increase the efficiency and effectiveness of peacekeeping operations. Moreover, the Office has developed comprehensive measures of effectiveness for Service Chiefs, Team Leaders and the leadership within the Office of the Military Adviser to manage the achievement of actual gains against anticipated gains, once all new authorized personnel have completed induction into the United Nations system and have become fully operational.

VIII. Action to be taken by the General Assembly

58. The General Assembly may wish to take note of the present report on the impact of the strengthening of the Office of Military Affairs.

Annex

Organization chart of the Office of Military Affairs as at 1 July 2008


Military Adviser (Assistant Secretary-General)
Special Assistant to the Military Adviser (P-5)
Deputy Military Adviser (D-2)
Special Assistant to the Deputy Military Adviser (P-4)
Chief of Staff (D-1)
Military Policy Officer/Assistant to Chief of Staff (P-4)
Legal Adviser (P-4)
Policy, Liaison and Doctrine Team (7)
Integrated Operational Teams Liaison (10)
Department of Field Support Technical Expert (6)
Administration Management (2)
Assessment Team (12)
General Service (Other level) (4)
Military Planning Service (33)
Force Generation Service (30)
Current Military Operations Service (21)

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Agenda item 33
Comprehensive review of the whole question of peacekeeping operations in all their aspects

Implementation of the recommendations of the Special Committee on Peacekeeping Operations

Report of the Secretary-General

Summary

In its 2009 report (A/63/19), the Special Committee on Peacekeeping Operations requested the Secretary-General to report on the implementation of the recommendations contained therein. The present report outlines progress made in implementing those recommendations and in restructuring and strengthening United Nations peacekeeping, and proposes a shared agenda for effective United Nations peacekeeping and the immediate steps required for its implementation.

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I. Introduction

1. During 2009, operational demands on United Nations peacekeeping continued to grow. The number of personnel serving in the 17 missions led by the Department of Peacekeeping Operations increased to over 118,000, including 83,414 military personnel, 12,700 police and 22,421 civilian staff. The numbers of personnel in the field are matched by increasingly complex mandates and deployment in often harsh terrain. However, these high demands are not always matched with the capabilities and resources required to meet them.

2. Safety and security of personnel in the field is an ever present and growing concern. Challenging security environments in places like Afghanistan and Darfur hamper the ability of the United Nations to deliver on its mandates. Globally, the nature of the security threats has changed and attacks on the United Nations have increased. International organized crime and local banditry, including kidnappings of national and international staff, are also part of this new threat picture. Recent attacks in Kabul and Darfur are examples, among many, of how United Nations personnel in the field have increasingly become the direct target of lethal attacks.

3. Two of our missions, the United Nations Mission in the Central African Republic and Chad, and the African Union-United Nations Hybrid Operation in Darfur (UNAMID), are completing their deployments under difficult circumstances. Together with the United Nations Organization Mission in the Democratic Republic of the Congo (MONUC) and the United Nations Mission in the Sudan (UNMIS), they also continue to lack key capabilities, in particular aviation assets, to enable full implementation of their mandates. Such shortages are especially critical since their mandates require them to act rapidly and robustly across vast areas of operations to implement critical mandated tasks such as the protection of civilians, including from sexual violence.

4. Meanwhile, several missions have seen progress with regard to establishing security and supporting political processes, allowing in some cases for adjustments to the United Nations field presence. Over the past year, good progress has been registered in the peace process in Burundi, and the management of BINUB will be handed over from the Department of Peacekeeping Operations to the Department of Political Affairs on 1 January 2010. In Kosovo, the United Nations Interim Administration Mission in Kosovo has reconfigured its presence significantly and the European Union Rule of Law Mission in Kosovo has assumed a number of tasks in the rule of law area. In Liberia, as progress has been achieved in advancing reform of the security sector, the rule of law and the creation of economic opportunities, the United Nations Mission in Liberia was able to begin the third stage of its drawdown, which will be completed in May 2010. One mission, the United Nations Observer Mission in Georgia, was closed after the Security Council did not reach agreement on its future. The liquidation of the Mission was completed successfully by October 2009.

5. In Côte d'Ivoire, the peace process has made significant headway in recent months. Free and fair elections, hopefully in the first quarter of 2010, would mark a defining moment. In Haiti, the United Nations Stabilization Mission in Haiti continued to provide the necessary security environment to support progress on rule of law and economic development. It is now crucial to maintain this momentum to ensure that the people of Haiti see tangible economic and social dividends.

6. Several missions continued to face a broad range of security and political challenges, many of which are expected to remain acute in 2010. The situation in the Sudan, for example, will remain a key priority, with national elections scheduled for April 2010, referendums in 2011 and the continued search for peace in Darfur. Enormous challenges also lie ahead for the United Nations Assistance Mission in Afghanistan; one of the most critical tasks now is to support Afghan institutions in building their capacity for all aspects of governance, with the international community in a supporting role. In the Democratic Republic of the Congo, although the ending of the rebellion of the Congrès national pour la défense du peuple was a positive development in 2009, the situation in the east remains highly volatile.

7. The year 2010 marks the tenth anniversary of the report of the Panel on United Nations Peace Operations (see A/55/305-S/2000/809), the so-called Brahimi report. The Secretariat has worked to implement the Brahimi report reforms agreed by Member States, including through the "Peace operations 2010" reform strategy of 2005 (see A/60/696, paras. 6-21) and the restructuring and strengthening of Headquarters since 2007. We will continue to implement these reforms while adapting to the new challenges we face. It is against this background that the Department of Peacekeeping Operations and the Department of Field Support initiated the "New Horizon" process (see www.un.org/en/peacekeeping/newhorizon) to engage Member States in developing a future agenda for United Nations peacekeeping.

8. The aim is to identify a shared set of priorities, through dialogue among the peacekeeping partners, to strengthen United Nations peacekeeping, and to translate those priorities into practical actions and concrete results in the field. So far this dialogue between the troop- and police-contributing countries, the Security Council and the Secretariat has resulted in the development of a number of priorities for the short to medium term. However, we hope that the ongoing dialogue will continue to shape the common priorities for many years to come.

9. Based on these already identified priorities, the present report and its addendum seek to set out a shared agenda for effective United Nations peacekeeping and the immediate steps required for its implementation. It provides an update on the progress made to date in restructuring and strengthening United Nations peacekeeping. The report outlines four priority building blocks for future effectiveness: guidance on critical tasks; mobilizing and building the capabilities necessary for high performance in the field; adapting the United Nations support system to enable performance and the effective use of resources; and stronger planning, management and oversight of United Nations peacekeeping missions.

II. Developing practical guidance on critical roles for modern United Nations peacekeeping

10. Clear guidelines are essential for peacekeeping operations to successfully carry out all their mandated tasks. The Secretariat has therefore made considerable efforts in recent years to elaborate coherent guidance for field operations. However, for three critical, cross-cutting areas of activity, greater clarity is required on what modern peacekeeping missions can reasonably be expected to perform. These areas of activity are protection of civilians, robust peacekeeping and early peacebuilding.

A. Protection of civilians

11. The international community's commitment to protect civilians in armed conflict reflects the core of the principles of the United Nations Charter. The primary responsibility for protection of civilians lies with host Governments. However, in many conflict and post-conflict contexts, United Nations peacekeeping missions are tasked with protecting civilians under imminent threat of physical violence. Eight missions are currently mandated to do so. Nevertheless, sufficient guidance is lacking to assist them in this challenging undertaking.

12. In line with the request made by the Special Committee at its 2009 session,[1] the Department of Peacekeeping Operations and the Department of Field Support undertook a lessons-learned exercise drawing on the experiences of mission personnel and troop- and police-contributing countries. This stocktaking, including an independent study commissioned by the Department of Peacekeeping Operations and the Office for the Coordination of Humanitarian Affairs, provided valuable insights into the operational concepts, training, resources and logistical support required.

13. One clear finding was that a mission-wide protection of civilians strategy, based on sound threat analysis and early warning systems, is essential to prevent or anticipate instances in which the safety of civilians is threatened. Assessing potential threats to the civilian population, types and patterns of violence, and motives and methods of perpetrators is central. Conflict prevention is also a key element of such a strategy. A number of missions have implemented innovative practices in this regard. For example, UNAMID conducts patrols to protect women collecting firewood. UNMIS is mapping seasonal migration routes and initiating mitigation strategies months in advance of nomadic movements, as part of a preventive strategy involving early negotiations with nomads and farmers who could potentially come into conflict.

14. Rapid response capacity to contain and manage situations before they escalate to unmanageable proportions is another important element. Peacekeepers establishing open around-the-clock lines of communication with the communities in their areas of deployment have been successful in preventing impending attacks. Protection efforts are also enhanced when all components of the mission — military, police and civilian — are involved in a coordinated effort. The joint protection teams now widely used in MONUC are such an example.

15. However, a fundamental lesson emerging from this process is the need for a basic operational concept for the implementation of protection of civilians mandates to guide mission planning, resource allocation and predeployment and in-mission training.

16. The lessons-learned exercise has provided the practical input to develop an operational concept that can ensure that all parties involved — troop- and police-contributing countries, field missions, the Security Council and the Secretariat — share a common understanding of the implications of its implementation.

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[1] See *Official Records of the General Assembly, Sixty-third Session, Supplement No. 19* (A/63/19), para. 128.

17. This draft operational concept organizes the protection activities undertaken by missions into four categories. The first relates to the mission's overarching mandate to support the implementation of a peace agreement. A peaceful environment and capable and responsive national authorities are the best forms of protection. The second category concerns the mission's mandate to provide physical protection for civilians, and involves efforts to prevent or intervene in a situation in which civilians are under imminent threat of physical violence.

18. The third category encompasses activities aimed at ensuring that the rights of individuals are respected, including human rights monitoring, child protection and activities related to sexual and gender-based violence, as well as the coordination of humanitarian assistance. Activities in the fourth category are those directed at supporting national efforts to establish an environment that enhances the physical safety and sustainable protection of the rights of civilians, including efforts by national authorities to establish the rule of law, exercise authority throughout their territory and address impunity. Protection activities from the various categories are mutually reinforcing and are often pursued simultaneously.

19. Peacekeepers have a unique role to play in supporting national authorities in exercising their responsibility to protect civilians. This requires, at the outset, clarity among the peacekeeping partners on the interpretation of Security Council mandates to protect civilians under "imminent threat" of physical violence. Prevention can be one of the most effective tools for implementing protection of civilians mandates, and experience suggests that the definition of an imminent threat should not be limited to the moment at which civilians are directly faced with physical violence. Similarly, mandate caveats on the protection of civilians "within capabilities and within areas of deployment" should also be addressed. The Secretariat looks forward to taking this work forward during the forthcoming session of the Special Committee.

B. Robust peacekeeping

20. United Nations peacekeeping operations are frequently deployed into volatile environments with lingering sporadic violence and where the potential for relapse into resumed conflict is high. Multiple parties to a conflict, including non-State actors and armed militias, increase the possibility of challenges to a peace process and the credibility of the mission may be put to the test by potential spoilers.

21. The complexity of today's peacekeeping mandates also demands more of missions. Tasks such as disarming and demobilizing former combatants, supporting the restoration and maintenance of public security, helping Governments to exercise their authority throughout their territory, supporting the establishment of good governance, training and monitoring host-country police services, monitoring borders and taking deterrent action to decrease levels of violence and crime all demand a level of activity and capability, or robustness, that traditional static peacekeeping forces do not provide.

22. Although troop- and police-contributing countries frequently call for better guidance and capabilities to perform these tasks, no shared understanding exists as to what robust peacekeeping means in scope and in practice. As a result, efforts to equip missions with the guidance, capabilities and support they require to carry out such tasks remain insufficient.

23. Over the course of the past year, the Department of Peacekeeping Operations and the Department of Field Support have sought the views of missions, troop- and police-contributing countries and members of the Security Council on how the concept of robustness and its practical application in United Nations peacekeeping might be more clearly articulated. Three key guiding points have emerged. First, robust peacekeeping is not a military issue alone. It is a political and operational strategy to signal the determination of a peacekeeping operation to implement its mandate and, where necessary, to deter threats to an existing peace process, in the face of resistance from spoilers. It therefore involves all components of the mission, directed and coordinated by the senior mission leadership.

24. The second point, a corollary of the first, is that robust peacekeeping is a posture and involves many different types of activity beyond military tasks. Robustness in mandate implementation can be demonstrated in many ways, including the use of political dialogue and negotiation to bolster a flagging peace process, targeted sanctions against identified spoilers, support and incentives to national reconciliation efforts, and the initiation of early peacebuilding activities to help deliver a tangible peace dividend to local populations.

25. Third, robust peacekeeping is not peace enforcement. It operates within the principles of United Nations peacekeeping: consent by the host Government, impartiality and the non-use of force except in self-defence or defence of the mandate. Where a robust approach necessitates the use of force by peacekeeping operations, it takes place at the operational, tactical level, on a case-by-case basis, and in full adherence to these principles.

26. The importance of a robust approach was underscored in the Brahimi report which noted that United Nations peacekeepers must be "prepared to confront the lingering forces of war and violence with the ability and determination to defeat them" (A/55/305-S/2000/809, para. 1). In this context, robust peacekeeping can be understood as a posture adopted by a mission that demonstrates willingness, capacity and capability to deter and confront, including through the use of force when necessary, an obstruction to the implementation of its mandate.

27. What is required now is a sustained effort to support the missions in the practical application of a robust posture. Lessons and perspectives from the field have highlighted five essential requirements for effective implementation: (a) increased consultation with troop- and police-contributing countries prior to and during deployment to ensure that all involved clearly understand and are willing to fully implement mandated tasks; (b) a coherent and accountable chain of command and sufficient flexibility in operational conduct to enable effective planning and response in the field; (c) strengthened information and analysis capacities in the mission as well as at Headquarters to assist missions in detecting, deterring and confronting threats to the peace; (d) improved delivery of logistics in the field, including sufficient mobility and communication assets, to implement practically a robust posture; and (e) enhanced safety and security arrangements to ensure the protection of peacekeeping personnel at all times.

28. The Department of Peacekeeping Operations and the Department of Field Support are developing a concept note to define the scope and practical implications of robust peacekeeping for consultation with the peacekeeping partnership before and during the forthcoming session of the Special Committee. This is the critical first step in providing a basis for guidance to peacekeepers on robust peacekeeping

and addressing the training, logistics and other support dimensions of its implementation in the field. I look forward to discussions with the Special Committee to help clarify this concept.

C. Peacebuilding tasks undertaken by peacekeeping operations

29. The Special Committee has noted the importance of planning and conducting the peacebuilding activities of a peacekeeping mission in consultation with the host Government and in a manner that facilitates post-conflict peacebuilding and progress towards sustainable peace and development. The report of the Secretary-General on peacebuilding in the immediate aftermath of conflict (A/63/881-S/2009/304) provides an overarching account of the United Nations system's approach to the topic. It identifies some of the priority areas where the early and coordinated support of the United Nations is frequently requested. Peacekeepers are a critical part of this broad effort. Multidimensional peacekeeping operations are frequently tasked, along with partners, to support national authorities in providing basic security and safety, including through mandated disarmament, demobilization and reintegration, mine action, police, corrections, justice and security sector reform activities as well as in restoring core government functions and in delivering basic services. In some contexts, peacekeeping missions contribute to broader efforts to support social and economic development, a critical element in the early consolidation of peace.

30. A key component of effective delivery of such support, as the Special Committee has noted, is coherence and synergy among all mandated actors. Some progress has been made in this regard. Where there is a peacekeeping operation, the Department of Peacekeeping Operations has the lead role in putting in place integrated planning processes to support a coordinated United Nations approach in post-conflict environments including through the elaboration of an integrated strategic framework that sets out the priority areas of coordinated United Nations support to peacebuilding for the mission and the United Nations country team.

31. An integrated effort can only be successful if every actor is clear on its contribution, is capable of delivering on it and works in cooperation with partners. For this reason, the Department of Peacekeeping Operations is developing a strategy for critical early peacebuilding tasks undertaken by peacekeepers. The strategy will focus on police, rule of law, disarmament, demobilization and reintegration and security sector reform activities, and will seek to help missions establish priorities for implementing complex mandates and sequencing their activities in these critical areas. In support of the implementation of this broader strategy, the Department is also developing specific guidance, including a strategic framework for international police peacekeeping tasks; guidance for missions on mapping the capacities and needs of national justice sectors; and new modules of the integrated disarmament, demobilization and reintegration standards to address linkages with other post-conflict processes such as security sector reform.

32. If United Nations peacekeepers are to successfully carry out early peacebuilding tasks mandated to them, four additional dimensions must be addressed. The first is the capabilities required. Critical early peacebuilding tasks, as indicated in the Secretary-General's report (A/63/881-S/2009/304), require properly trained and prepared civilian experts who can deploy quickly and work as part of an

integrated effort to implement the Security Council mandates. An expanded standing police capacity, complemented with a small number of justice and corrections experts, would help to address this pressing contingency need.

33. The second dimension is the need to work effectively with partners. This includes regional organizations, international financial institutions and bilateral and multilateral development organizations. The Peacebuilding Commission can play a valuable role in facilitating international coordination in post-conflict contexts.

34. Third is the importance of adequate resources for early peacebuilding tasks. A significant number of the early peacebuilding tasks allocated to peacekeepers, such as rehabilitation of prisons or police training, currently require mobilization of additional financial resources. The Peacebuilding Fund can provide valuable catalytic funding for such tasks undertaken by missions. It is critical that this and other funds support the delivery of early peacebuilding in post-conflict environments.

35. Fourth, peacekeepers are not long-term peacebuilders. The establishment of agreed benchmarks between the national authorities, the mission and the United Nations country team is an important tool for monitoring progress, preparing for the handover of tasks and responsibilities from peacekeepers to national and development partners and identifying critical gaps in a broader peacebuilding effort. The Department of Peacekeeping Operations has begun to gather lessons from missions on the challenges of peace consolidation as a first step in helping missions to plan and implement sustainable and effective transitions to long-term peacebuilding.

III. Developing the required capabilities

36. Increased clarity on guidelines alone will not suffice to effectively carry out critical mandated tasks. Well-trained and prepared, flexible and rapidly deployable personnel with the adequate capabilities and support systems are also required.

37. A comprehensive approach, linking training and assessment to performance challenges, is required to develop capabilities for modern United Nations peacekeeping, and to guide the strengthening of support and incentive arrangements.

38. In the immediate term, I seek your endorsement to advance the Secretariat's development of such a comprehensive capability development approach. The implementation of such an approach will take time and will require sustained engagement. It can only take place with the support and active input of troop- and police-contributing countries.

A. Filling critical capability gaps

39. The first priority must be to fill critical gaps in our current missions. The absence of crucial assets hampers missions' ability to successfully carry out mandates. For example, the mobility of personnel is undermined by the lack of surface and aerial mobility assets, including military utility helicopters, transport aircrafts and unmanned aerial vehicles. Limitations in critical equipment, self-

sustainment capacities and information-gathering assets also impede situational awareness of military personnel on the ground.

40. The Department of Peacekeeping Operations and the Department of Field Support have elaborated current critical capability gap lists, outlining priority requirements in United Nations peacekeeping operations for critical equipment and military, police and civilian personnel. They will be updated and shared with Member States on a regular basis. The Departments will continue to explore mechanisms to inform Member States of critical requirements in an effort to aid countries considering contributions to United Nations peacekeeping operations and to facilitate donor planning for training and equipment support. A broad and sustainable base of contributors is critical to closing existing gaps and ensuring sufficient capacities for the future.

B. Setting capability and performance standards

41. Effective mandate implementation relies not only on numbers, but also on clarity of expectations. Peacekeepers and their respective training institutions must also be able to refer to baseline capability standards for each core component of a United Nations peacekeeping operation in order to enable them to adequately prepare for and execute tasks on the ground. Training and equipment support can be more effectively targeted when guided by baseline standards. Clear performance expectations and standards are also critical for commanders, who must be able to assess what capabilities and what performance they can expect from United Nations personnel, staff officers and contingents.

42. Work is already under way with the support of Member States to review and adapt the functions, capacities and readiness requirements of formed police units. The Office of Military Affairs has begun identifying essential tasks for military components of peacekeeping operations. Any baseline operational standards should be informed by real scenarios facing contributing countries implementing mandates on the ground.

43. Elaborating sound capability and performance standards will require a sustained commitment. An initial set of pilot projects exploring baseline standards for a limited set of peacekeeping components could provide a starting point for advancing this effort in the coming year. From our military commanders in field missions, we have heard initial views on where the needs for clear standards and training are most urgent. We will continue to seek the views of experienced troop- and police-contributing countries in the months ahead on where performance challenges are greatest.

C. Filling critical personnel gaps

44. Our capacity to effectively carry out mandated tasks will be facilitated by clearer guidance and operational standards, also allowing for the identification of civilian capacities with the required skills and abilities. The introduction of a new talent management system in the first quarter of 2010 will bring about an improved, more efficient and integrated system for the identification, recruitment and selection and succession management of civilian staff. Rooted in a strengthened strategic planning process, this new and improved framework includes rosters of civilian

personnel who are adept and readily available for selection and deployment, having been pre-cleared by a central review body. These are qualitative improvements serving to accelerate the process of deploying capable and agile civilian staff to field missions. The human resource reforms approved by the General Assembly in resolution 63/250, on streamlining contractual arrangements, has enabled the integration of field and Headquarters staff into one global Secretariat. Yet, the ability to attract and retain civilian staff, particularly senior managers and specialists, rests largely on the ability to offer a competitive compensation package. Over 90 per cent of mission staff serves in non-family missions. This calls for a more flexible approach to determining the designation of missions as family or non-family. It also requires that staff serving in non-family missions be compensated for the costs of maintaining a separate residence for family members outside the duty station. It is necessary to offer incentives for rapid deployment and continuing, long-term mobility to non-family locations, which are often hazardous. An integrated and comprehensive package would not only strengthen the Organization's capacity to attract and retain adept and rapidly deployable capacities but also facilitate mobility between Headquarters and United Nations agencies, funds and programmes on the one hand, and field missions on the other, and the establishment of rapid deployment mechanisms including standby arrangements and standby capacity rosters, including for senior-level positions and specialized functions.

45. Building on the success of the standing police capacity, it is critical to ensure, from the outset, a coordinated and integrated approach to strengthening the rule of law that results in the equally rapid deployment of justice and corrections capacities. The broader human resource reforms being implemented by the Department of Peacekeeping Operations and the Department of Field Support will improve the capacity to deploy staff to meet emerging requirements in the field. Yet, certain critical and specialist civilian skill sets in the areas of justice and corrections capacities will remain in very short supply and may not be readily available when required on short notice. This argues in favour of complementing the standing police capacity, whose own modest expansion is being requested, with an additional small component of field-focused justice and corrections experts operating alongside the standing police capacity and based in Brindisi. In keeping with General Assembly resolutions 61/279 and 63/250, appointment of these staff will be subject to review by a central review body. The terms and conditions of their employment will enable their mobility across missions, as needed, and will also require that they deploy to meet urgent operational requirements. The Department of Peacekeeping Operations will provide the Special Committee with further details on this proposal during its 2010 substantive session.

46. As demands for rapid deployment at the start-up of a mission often require specialized expertise that may not be readily available internally, or an immediacy of response which cannot be provided through existing capacities, the global field support strategy will focus on exploring the use of external sources of human capacities to supplement internal capacities, provide expertise not readily available from within and to meet rapid deployment requirements. External sources of capacity could include military enabling units, consultants and individual contractors, commercial contractors, United Nations Volunteers or partnerships with United Nations or other organizations. Government personnel will also be explored as a source of rapid deployment capacity. However, the use of gratis personnel continues to be subject to the conditions established by the General Assembly.

D. Training

47. The structural improvements being made in peacekeeping training through the United Nations peacekeeping training strategy will allow performance standards to be more effectively linked to predeployment and in-mission training. In order to establish clear mechanisms for the standardization of peacekeeping training across Member States, the Department of Peacekeeping Operations adopted a policy on support to military and police predeployment training for United Nations peacekeeping operations and accompanying standard operating procedures for training recognition, mobile training support teams and training of trainers in October 2009. The policy and standard operating procedures, developed in collaboration with Member States, clarify the training support services provided by the Department of Peacekeeping Operations, and the areas in which the Department will seek to facilitate cooperation among Member States to enhance training capabilities and address existing gaps in training or materiel.

48. In 2009, the Department of Peacekeeping Operations also issued the first set of United Nations peacekeeping predeployment training standards for individual police officers and a temporary curriculum for formed police units. The accompanying core predeployment training materials for all personnel (police, military and civilian) and the specialized training materials for police have been disseminated to Member States and are accessible to all training partners on the new peacekeeping resource hub (http://peacekeepingresourcehub.unlb.org). The Department is also in the final stage of developing a gender training strategy focusing on the operational as well as the policy level. It will provide a consistent approach to gender training materials and lead to effective implementation of Security Council resolutions on women and peace and security.

49. The Department will continue to build on its efforts to facilitate effective partnerships for peacekeeping training among Member States and to match capacity-building resources and programmes with priority needs.

E. Support and incentive mechanisms as enablers of performance

50. Effective performance is possible only where troop- and police-contributing countries enjoy sound logistical and managerial support. While all missions require effective support, high-risk, complex environments bring particular demands. In these environments flexible transport, communications and logistics structures that can support contributors in the execution of increasingly challenging tasks are essential. United Nations peacekeeping support structures differ from the logistics arrangements of national military forces, and adapting an intergovernmental civilian framework to the needs of modern peacekeeping is a challenge that can only be met through a collective effort of all peacekeeping partners. I will elaborate further on the critical need to prioritize the development of new strategies for mission support in section IV below.

51. The ongoing preparations for the 2011 Working Group on Contingent-Owned Equipment will provide an opportunity for a dialogue on viable options for performance-based incentives. Such options should be considered in the light of their possible financial implications.

F. Partnerships with regional organizations

52. Regional organizations such as the African Union and the European Union have planned, deployed and conducted military and civilian peacekeeping operations under a United Nations mandate and alongside United Nations peacekeeping operations in various contexts and forms, including the "hybrid" operation in Darfur and bridging operations, over the past decade. These experiences have made evident that the respective organizations' varying administrative procedures and structures can create obstacles to effective operational cooperation. While increased mutual knowledge and lessons learned can facilitate cooperation, we must also look at ways of improving our interoperability, for example, for cost-recovery and infrastructure arrangements.

53. The report of the Secretary-General on support to African Union peacekeeping operations authorized by the United Nations (A/64/359-S/2009/470) underscored the importance of the strategic relationship between the United Nations and the African Union and outlined a number of concrete actions to strengthen this partnership and address the requirements of the African Union as it develops its peacekeeping capacity. While some of the actions proposed in that report will be part of a long-term process, others can be initiated much more quickly and some are ongoing.

54. In the immediate future we will identify those areas in which United Nations experience, particularly in the area of logistics and availability of essential planning materials and information, can be shared with the African Union. This is relevant for our cooperation with other regional organizations. We will continue to strengthen the capacity of the Secretariat to address issues of common concern and we are in the process of streamlining the United Nations presence in Addis Ababa to increase our ability to provide advice across the full range of functions needed for the African Union to develop its peacekeeping capacity and prioritize its requirements.

55. When the Security Council requests a bridging operation and the establishment of a follow-on mission, the mandate and financing should be provided well in advance to facilitate transitions. I encourage Member States to ensure that their positions in United Nations bodies are fully aligned with the positions they take in regional organizations on relevant aspects of bridging operations and to improve interoperability for future bridging operations.

IV. Developing stronger United Nations field support arrangements

A. The global field support strategy

56. Two years after the creation of the Department of Field Support, a new global field support strategy has been developed to transform service delivery to field missions over the next five years. This will be achieved through improvements in financial management and personnel management; the introduction of service packages; and the optimal placement of service delivery.

57. Alongside the present report, I will be submitting to the General Assembly a report that details this strategy, its underlying business case and proposed implementation arrangements. That report seeks General Assembly endorsement of

the broad direction of the global field support strategy and approval of several specific measures, including (a) creation of global and regional service centres; (b) establishment of deployment modules to facilitate rapid deployment, particularly in start-up or surge operations; (c) increased pre-mandate commitment authority and agreement for pre-approved budget models and improved resourcing for special political missions; and (d) securing external civilian capacities and building internal civilian capacities to improve rapid deployment.

58. The proposed global field support strategy is designed to achieve four core objectives: (a) to expedite and improve support for peacekeeping; (b) to expedite and improve support for peacebuilding and peacemaking, electoral assistance, mediation support and conflict prevention missions; (c) to improve the safety and living conditions of personnel; and (d) to strengthen resource stewardship and accountability while achieving greater efficiencies and economies of scale. The strategy pursues two important additional objectives of contributing to local and regional investment and capacity, and reducing the in-country environmental impact of United Nations field missions. A robust internal governance mechanism has been designed to ensure successful implementation of the strategy according to measurable performance indicators.

59. This strategy development process has included sustained dialogue with client departments, missions and Member States in order to identify the key changes required to address today's field support challenges and strengthen United Nations field support systems for tomorrow. As has been noted, increasingly, the field environments for United Nations missions are remote, austere and, at times, dangerous. Troops, police and civilian staff are asked to do more and more operationally, and this has significant implications for support systems. Lines of communications for support and sustainment can be extremely long and subject to frequent and extended natural and man-made disruptions. Local markets for goods and services are limited or non-existent, and the rule of law can be tenuous or wholly absent. Moreover, potable water is scarce and in high demand, fresh food can be difficult to procure in quantity, office and housing stock is frequently in short supply, reliable communications infrastructure is lacking, and the bulk of United Nations troops or staff often do not speak the language of the local population.

60. In addition to these environmental factors that affect field deployments, there are also structural limitations to the rapid deployment of United Nations missions. These have been seen each time the United Nations has deployed new and expanded field missions in the past 10 years. Each operation is built anew and each is run on individual budget, support and administrative lines. In each case, an on-the-ground assessment must be conducted, a budget must be prepared in accordance with the Security Council mandate, a fully justified staffing table must be devised and the necessary equipment must be identified, prepared, inspected and transported to the mission areas. Appropriate status-of-forces agreements, memorandums of understanding and letters of assist must be negotiated. Forces must be identified, prepared and deployed. Land for mission operations and accommodation must be secured and improved. Contracts for every product and every service from gravel to aircraft operations must be negotiated. Hundreds of international and local staff must be recruited in an open and transparent manner, navigating complex rules and regulations. For all of these reasons, planning, mounting and deploying a new operation takes on average six to 12 months and sometimes longer for the larger, more complex missions.

61. Peacekeeping in its current form requires more predictable, professional and adaptable capacities. It needs a global system to match the global enterprise it has become. This global system calls for a new business model for support that aims to achieve efficiencies and economies of scale as well as rapid deployment of personnel and equipment and a secure operating environment while promoting innovation, flexibility and accountability in a comprehensive and integrated fashion. A piecemeal approach is not an option. It is necessary to evolve from managing support to individual missions as independent entities to managing a global support operation. Such an approach is intended to maximize economies of scale and allow an overarching evaluation of priorities, based on an understanding of the broad resource implications and possible trade-offs. The global field support strategy is an initiative aimed at transforming service delivery to United Nations field missions to address the challenges and objectives outlined above. Acknowledging the complexity and challenges inherent in implementing procedural and cultural shifts, a five-year period is envisaged.

B. Safety and security

62. The safety and security of personnel are of utmost importance to the Organization. In response to an increased global security threat, United Nations peacekeeping field security arrangements will be significantly strengthened through a series of measures during 2010.

63. To increase the coherence of risk management approaches among United Nations civilian security, military and police components at Headquarters and in the field, the Department of Peacekeeping Operations and the Department of Safety and Security will launch an initiative to adopt common threat assessment and risk mitigation methodologies supported by standardized risk mitigation and force protection standards. The outputs of this initiative will inform and support decision-making by the Department of Peacekeeping Operations, the Department of Field Support and senior mission management with regards to threat and risk assessment and risk mitigation measures. Further, a coherent methodology will allow the Departments to better inform Member States, in particular troop and police contributors, of security threats and risks and force protection measures relevant to their deployed units.

64. Another concrete measure will be to develop capacities to address the increasing threat that improvised explosive devices pose to United Nations peacekeeping operations.

65. At its 2009 substantive session, the Special Committee on Peacekeeping Operations requested the development of a United Nations policy on monitoring and surveillance technology. The Committee requested that legal, operational, technical and financial considerations, and especially the consent of the countries concerned, be given due attention.[2] The Secretariat is developing a draft policy that will be shared with Member States before the upcoming session. The draft policy addresses five priority areas: immediate protection, surveillance of immediate surroundings, improved surveillance of the local tactical environment, improved regional surveillance and information management.

[2] Ibid., para. 42.

66. The draft policy addresses financial implications related to assets provided by troop- and police-contributing countries, as well as technologies provided by Member States. It considers United Nations-owned equipment and equipment obtained contractually. The draft also proposes equipment for possible inclusion in the strategic deployment stocks at the United Nations Logistics Base in Brindisi, Italy, and measures to reduce the time required to deploy these assets to the field. The Secretariat seeks the Special Committee's support in further developing these priority areas. In particular, it seeks the Committee's support to strengthen the strategic deployment stocks and to ensure that mission monitoring and surveillance activities are adequately resourced to ensure the safety and security of personnel.

V. Ensuring more effective arrangements for planning, management and oversight

A. Ongoing strengthening of structures at Headquarters

67. In my previous report on the implementation of the recommendations of the Special Committee (A/63/615 and Add.1), I described progress made in 2008 in the restructuring of the Department of Peacekeeping Operations and the creation of the Department of Field Support. During that first phase of the process, emphasis was given to the establishment of new structures and specialized capacities, while strengthening capacity at the leadership, senior management and working levels, as approved by the General Assembly. Those structures and capacities are fully in place. Mid-course adjustments have also been made to address challenges faced, particularly with the establishment and functioning of integrated operational teams in the Office of Operations. The Departments are therefore now focused on realizing the full benefits of restructuring.

1. Integrated operational teams

68. A second evaluation of the performance of integrated operational teams was undertaken in 2009. This review notes that while significant progress has been made in the functioning of the teams, many of the challenges identified by the first evaluation late in 2008 still remain. These include the need to enhance the understanding of the objectives, roles and composition of the teams and to employ greater flexibility in the assignment of specialist officers to the teams to ensure optimal utilization of these capacities to meet operational needs.

69. The 2009 evaluation underscores that the teams have especially improved the level of support provided to missions in a high operational tempo, undergoing deployment, change of mandate or downsizing. Integrated operational teams are a crucial instrument for the multidimensional aspects of mission support: helping to ensure that appropriate political guidance is provided; to channelling and synthesizing mission requirements; solving problems directly or following up with specialized functional areas when they are better placed to take action; monitoring developments; and integrating the views of the Department of Peacekeeping Operations, the Department of Field Support and other partners to ensure that the multidimensional aspects of peacekeeping are considered in a coherent way. At Headquarters, the teams have allowed the Department of Peacekeeping Operations

and the Department of Field Support to better integrate activities across organizational units in support of mission mandate delivery.

70. Work undertaken by the Office of Operations and the Office of the Chief of Staff has helped the teams to operate more effectively. This work includes an extensive review of team staff and stakeholders' roles and responsibilities, led by the Office of the Chief of Staff of the Department of Peacekeeping Operations and the Department of Field Support. Efforts have resulted in improved teamwork within the teams, integrated support to field missions in terms of operational guidance and, where appropriate, integrated planning and deployment plans as well as crisis management. A table delineating the respective responsibilities of the teams and the functional areas was developed to ensure unity and complementarity of effort, as required, as well as clear lines of communication between Headquarters and the field.

71. To address the need for the regular updating and delivery of information, the description of the role, objectives and composition of the integrated operational teams on the internal website of the Special Committee on Peacekeeping Operations is regularly updated.

72. Both the 2008 and 2009 evaluations of the integrated operational teams pointed out that the flexible utilization of team resources would better serve the needs of field missions. The Office of Operations has coordinated the assignment of integrated operational team specialist officers with their functional units to optimize the use of these resources across the Department of Peacekeeping Operations and the Department of Field Support.

73. Finally, the reviews recognized that due to the overstretching of personnel of the Department of Peacekeeping Operations, dedicated functional specialists from the Office of Rule of Law and Security Institutions and the Policy, Evaluation and Training Division have not been sufficiently included in the work of the teams. Efforts are under way to address this finding, including through their active participation in integrated mission task forces to bring the United Nations family together to plan for and implement mission mandates.

2. Office of Military Affairs

74. The overall conclusions of the report of the Secretary-General on the Office of Military Affairs in the Department of Peacekeeping Operations (A/64/572) are that the strengthened Office of Military Affairs is now capable of providing increased strategic direction, oversight and situational awareness; identifying and helping to fill essential gaps in United Nations military policy and doctrine; and facilitating cessation of Strategic Military Cell operations by the target date of 30 June 2010. The Office also has developed a limited mission start-up, surge and crisis response capability. More specifically the creation of the Assessment Team in the Office of Military Affairs will increase the level of information-sharing between that Office and other components of the Department of Peacekeeping Operations, such as the Situation Centre as well as the Department of Safety and Security and the Department of Field Support, to ensure the widest spectrum of threat analysis, all of which contribute to greater information-sharing between the Member States, the Security Council and the Secretariat.

3. Office of Rule of Law and Security Institutions

75. The establishment of the Office of Rule of Law and Security Institutions in July 2007 has fostered an integrated approach to mandated tasks in the areas of policing, justice and corrections, disarmament, demobilization and reintegration, security sector reform and mine action and supported the development of guidance, training and tools that will improve the delivery of rule of law and security institution mandates in the field. The General Assembly endorsed the strengthening of the Police Division in 2009. The 17 Professional and 2 General Staff posts approved, of a recommended 26 posts, should be filled by 2010. The Division is prioritizing the strengthening of its recruitment, selection and planning capabilities. Additional strengthening will be required to meet critical operational demands and support the increased number of police officers on the ground.

76. The components of the Office of Rule of Law and Security Institutions collaborate in joint assessment missions; joint communications and operational guidance to the field; joint briefings of Member States; and integrated training and guidance materials development. Components assist each other and share resources to support missions more efficiently and draw on each other's experiences as documented in lessons learned studies. The participation of various components in inter-agency forums convened by other components has helped to build a shared identity for the Office and has strengthened the work of these forums. The Office is also conducting joint assessment missions and programmes with its United Nations partners (the United Nations Development Programme, the Office of the United Nations High Commissioner for Human Rights and the Office of the United Nations High Commissioner for Refugees).

B. Consultation and reporting to troop- and police-contributing countries

77. A critical element of effective Secretariat management is timely and comprehensive communication with Member States. In 2009, the Department of Peacekeeping Operations and the Department of Field Support took a number of important steps to improve Secretariat consultation with troop- and police-contributing countries and to ensure that the Secretariat contributes to the full implementation of the provisions of Security Council resolution 1353 (2001). Secretariat and field mission personnel have been instructed to ensure that briefings of troop- and police-contributing countries are organized in a timely fashion, particularly ahead of mission mandate renewals and Secretariat technical assessment missions. Such consultations should be well planned and coordinated, with agendas circulated in advance to facilitate discussion. Reports of the Secretary-General on missions should reflect the scope of relevant consultations with contributing countries at field and Headquarters levels.

78. While this is still a work in progress, the Secretariat is committed to enhancing relations with troop- and police-contributing countries. The knowledge, expertise and information that contributing countries bring are essential for the successful planning, management and oversight of peacekeeping missions.

79. The quality and efficiency of Secretariat reporting to Member States is another aspect of effective communication. The Department of Peacekeeping Operations and the Department of Field Support have initiated a study on reporting on United

Nations peacekeeping operations with a view to enhancing the quality of reports provided to Member States and, at the same time, developing an efficient and manageable reporting framework for missions. The study is taking stock of the reporting stream from mission to Headquarters, as well as written reports and formal briefings by the Secretariat to Member States. As part of this exercise, the views of Member States will be sought. Resulting recommendations for the revised reporting framework will aim at improving the quality and effectiveness of all reporting products and reducing duplicative reporting streams, many of which demand significant mission resources.

C. Strengthened management, oversight and accountability

80. The effort to strengthen the management, oversight and accountability of United Nations peacekeeping and broader field support activities has included an additional 11 business process improvement projects, to be completed in January 2010, in areas such as finance, logistics, human resources management and information and communications technology.

81. Efforts to strengthen accountability frameworks will be furthered in 2010 with the extension of the performance compact to Special Representatives of the Secretary-General, heads of mission and their deputies.

D. Conduct and discipline

82. Over the past years, the Secretariat and troop- and police-contributing countries have made significant progress in combating sexual exploitation and abuse and other types of misconduct by all categories of peacekeeping personnel. In 2007 and 2008, there was a marked reduction of sexual exploitation and abuse allegations. However, we remain extremely vigilant. Force and contingent commanders in particular have continued to implement strong preventive measures to ensure strict adherence to our zero-tolerance policy. Statistical information on the status of conduct and discipline has been made available on the Conduct and Discipline Unit website (http://cdu.unlb.org/).

83. The Department of Peacekeeping Operations and the Department of Field Support have devoted considerable energy to conduct and discipline training for field missions personnel. Most uniformed personnel receive such training either before or immediately after deployment. Oversight of such activities has been strengthened to ensure that all personnel receive the appropriate conduct and discipline training. New comprehensive pre-deployment and induction training material was developed and piloted in 2009.

84. The revised model memorandum of understanding, endorsed by the General Assembly in 2007, provides that the responsibility for investigating allegations of misconduct involving members of military contingents, and for taking subsequent disciplinary actions, rests with the troop-contributing countries. In the past years, troop-contributing countries have deputized a number of national investigation officers to investigate allegations of serious misconduct. The feedback from troop- and police-contributing countries on action taken as a result of substantiated allegations remains limited, however, and this in turn affects the ability of the United Nations to show effective enforcement of the zero-tolerance policy. I call

upon all Member States, therefore, to provide such information to the United Nations.

VI. Observations

85. The past year has seen the start of a strong and constructive dialogue among the peacekeeping partners — the troop- and police-contributing countries represented in the Special Committee on Peacekeeping Operations, the Security Council and the Secretariat. This has been an important and necessary first step in identifying a shared set of priorities for the strengthening of United Nations peacekeeping and translating them into practical actions that yield concrete results in the field. The New Horizon process is the Secretariat's contribution to this dialogue. Our goal is to reinvigorate the peacekeeping partnership and thereby to chart a course for United Nations peacekeeping in the future.

86. Each partner has a role to play in realizing this ambitious vision. Ten years ago, the Special Committee played a unique role in taking forward an agenda for strengthening United Nations peacekeeping on the basis of proposals set out in the Brahimi report. The fruits of these reform efforts have been seen in the growth and expansion of United Nations peacekeeping and in successful mandate implementation. Ten years later, I can think of no better way to mark this anniversary than the endorsement by the Special Committee of a renewed partnership agenda to take United Nations peacekeeping forward to meet the challenges of the next 10 years.

87. The priorities that I have set out in this report reflect our dialogue to date. They are the start, not the end, of our reform effort. I call upon the Special Committee to help us make this first step, including by helping us to implement the measures outlined below.

88. We need to achieve greater clarity on the scope of the protection of civilians mandates. A basic operational concept is critical for the effective performance of this crucial task.

89. A related priority is to develop a concept note defining the scope and practical implications of robust peacekeeping so as to provide a basis for guidance and better address the training, logistics and other aspects of support for robust peacekeeping.

90. Another area of great importance is to clarify the role of peacekeeping operations in contributing to wider peacebuilding efforts. This can be achieved by identifying critical early peacebuilding tasks for peacekeepers and developing a strategy for their prioritization, sequencing and rapid and effective implementation. Such a strategy, as well as an expanded standing police capacity, complemented with justice and corrections experts, would be important steps to enable a synergized early peacebuilding effort.

91. A comprehensive approach should be developed to generating immediate and sustainable future capabilities on the basis of clear roles and performance standards linked to adequate training, incentives and support. To increase the efficient usage of available capabilities, interoperability with regional organizations should be improved.

92. To support the improved delivery of the mandated tasks, a global field support strategy has been developed that will transform service delivery to the field over the next five years. The aim is to expedite and improve support for field missions, including through improved safety and living conditions of personnel, and to strengthen resource stewardship and accountability while achieving greater efficiencies and economies of scale.

93. To implement increasingly robust mandates in hostile environments, it is crucial to take all measures to ensure that missions are adequately resourced to provide for the safety and security of personnel, including through improved information gathering and situational awareness using modern monitoring and surveillance techniques.

94. Only together can we achieve these improvements and continue our efforts to successfully bring peace and security to the thousands of children, women and men around the globe who look to United Nations peacekeeping as their only hope. Therefore, I count upon your continued support for a strong peacekeeping partnership.

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Agenda item 33
Comprehensive review of the whole question of peacekeeping operations in all their aspects

Implementation of the recommendations of the Special Committee on Peacekeeping Operations

Report of the Secretary-General

Addendum

Summary

Pursuant to the request of the Special Committee on Peacekeeping Operations,[a] the matrix contained in the present report provides an overview of the status of all the recommendations contained in the report of the Special Committee and its Working Group on the 2009 substantive session.[b] The matrix is supplemental to the report of the Secretary-General (A/64/573). A summary of each recommendation is given, as well as reference to the relevant paragraph in the report of the Special Committee.

[a] See *Official Records of the General Assembly, Sixty-first Session, Supplement No. 19* (A/61/19/Rev.1), para. 232.
[b] Ibid., *Sixty-third Session, Supplement No. 19* (A/63/19).

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	Paragraph in A/63/19
I. Restructuring of peacekeeping	
1. **The Special Committee recommends urgent action be taken to fill all vacant positions, in both the Department of Field Support and the Department of Peacekeeping Operations.** The filling of vacant posts in the two Departments continues to remain a high priority. As of 30 November 2009, 92 per cent of posts in the Department of Peacekeeping Operations and 91.5 per cent of posts in the Department of Field Support were encumbered.	31
2. **The Special Committee reiterates the importance of preserving unity of command in missions at all levels as well as coherence in policy and strategy and clear command structures in the field and up to and including at Headquarters. The Special Committee requests the Secretary-General to continue to ensure a clear chain of command, accountability, coordination and maintenance of an adequate system of checks and balances.** The strengthened command and control arrangements at Headquarters and in field missions, outlined in the report of the Secretary-General on strengthening the capacity of the United Nations to manage and sustain peacekeeping operations (A/63/702, paras. 24 and 25), remain in place and are functioning effectively. In addition, as part of the Secretary-General's efforts to strengthen accountability frameworks, compacts will be extended to Special Representatives of the Secretary-General and heads of mission starting in 2010.	32
II. Safety and security	
3. **The Special Committee reiterates its request regarding the involvement of Member States in United Nations boards of inquiry, except for misconduct cases, where relevant memorandums of understanding will apply. The Special Committee requests continuation of the practice of constant communication with concerned Member States whenever there is an incident in a peacekeeping mission that negatively impacts operational effectiveness or results in serious injury to or the death of United Nations peacekeeping personnel, until conclusion of the investigation of the incident. The Special Committee urges that the findings of boards of inquiry on serious injury or death be immediately shared with the concerned Member States, including troop-contributing countries, as appropriate, and that lessons learned from such incidents, and field-risk assessments, be shared with all Member States.** In accordance with established United Nations policy, a board of inquiry is an internal management tool to assist the head of mission. Whenever a notification of casualty is received at United Nations Headquarters usually within 24 hours following the incident the Department of Peacekeeping Operations immediately informs the permanent mission of the Member State. Once finalized, board of inquiry reports with implications for the troop- or police-contributing countries are provided for official use of that State under the established procedure and in a manner which protects the legal interests of the Organization, other Member States and individuals involved. The Board of Inquiry Unit within the Department of Field Support regularly reviews Board of Inquiry Unit reports, and generalized information such as trend analysis and lessons learned can be shared with Member States.	38

	Paragraph in A/63/19
4. The Special Committee urges that the Department of Peacekeeping Operations ensure that United Nations peacekeeping personnel are deployed in accordance with agreed concepts of operation and deployment arrangements. The redeployment of troops in support of evolving situations should be done with the consent of troop-contributing countries. The military concept of operations, signed by the Under-Secretary-General of the Department of Peacekeeping Operations and the Military Adviser, is the parent document from which the force requirements are drawn. These force requirements are given to the Force Generation Service, which approaches Member States for forces to satisfy the requirements. A more formal transmission and acknowledgement of the force requirements, making it a binding document, is required. An administrative agreement, i.e. a memorandum of understanding, is then negotiated with the troop-contributing country which will then deploy the troops in accordance with the force requirements, the concept of operations and the operational plan. Troop-contributing countries do not have to consent on tactical matters that are within the operational control authority of the mission leadership within the intent of the concept of operations, the force requirements and the rules of engagement. Units can be redeployed within the area of responsibility to support the concept of operations and mandated tasks. If, however, there are major adjustments or changes to the original concept of operations, rules of engagement or force requirements, troop-contributing countries will be consulted and informed of such adjustments.	39
5. The Special Committee further reiterates its request to the Secretariat to present a thorough policy for screening and verification before hiring local security personnel. Local security personnel comprise two groups; the first is United Nations national staff and the second is local security company personnel. In both cases, background screening and verification relies on the cooperation and competence of host country officials. The screening of local security company personnel (e.g. guards) contracted to provide security services to the United Nations is normally the responsibility of the commercial vendor. This responsibility is specified in the United Nations contract with the commercial vendor.	40
6. The Special Committee reiterates its request that clear guidelines and procedures be put in place to facilitate information-sharing regarding safety and security issues as well as security management in peacekeeping operations. The Special Committee requests that information on the security risk management model being developed by the Inter-Agency Security Management Network be made available to the Member States along with the methodology of implementation of the policy issued in May 2008. The improvement of security/force protection information at Headquarters and within field missions is an ongoing effort. A major component of this effort is the bringing together of information from all sources — host Government, United Nations civilian, security, military and police — and the implementation, through guidelines and procedures, of a common methodology for analysis. The output of this effort will improve the security information available to United Nations senior management and Member States for security/force protection awareness and decision-making purposes.	41

		Paragraph in A/63/19
7.	**The Special Committee requests that the joint standard operating procedures on Headquarters response to crisis management be made known to the Member States as soon as possible and before the next substantive session.** A Department of Peacekeeping Operations briefing specifically focusing on Headquarters crisis response procedures will be delivered to the Special Committee on Peacekeeping Operations in January 2010.	44
8.	**The Special Committee requests the Secretariat to review, and report back to Member States at the earliest opportunity on its oversight structure and procedures at the Secretariat and in the field to ensure a proper supervision and support of the four levels of medical support to United Nations missions.** The Medical Support Section of the Logistics Support Division of the Department of Field Support performs the Headquarters oversight role in ensuring that all types of medical facilities (troop-contributing countries, United Nations-owned and commercial) deployed in peacekeeping missions function optimally for the benefit of peacekeepers in the field. Medical planning officers are involved in mission planning and memorandum of understanding negotiation with troop-contributing countries, and participate in predeployment visits. They also work with a mission's medical services to conduct regular inspections to ensure that medical facilities and equipment and resupply line for drugs and medical consumables meet the standards established in the contingent-owned equipment manual. The same procedures are applied for United Nations-owned clinics and commercial medical services. The Medical Support Section of the Department of Field Support and the Medical Service Division of the Department of Management intend to closely consult with troop-contributing countries to draw up the basic requirements for their medical personnel with a view to standardizing qualifications and experience for such personnel.	45
9.	**The Special Committee reiterates its original request that the liaison arrangements of United Nations field operations, which are to maintain contact with the parties concerned, should be improved at appropriate levels, especially tactical and operational levels in the field, so as to establish effective immediate responses to safety and security issues as required.** Liaison arrangements include contacts with the appropriate host Government officials and contacts with parties outside the host Government. In many situations, both sets of contacts are essential. An example of this was the initial deployments to the Democratic Republic of the Congo of the United Nations Organization Mission in the Democratic Republic of the Congo (MONUC) in 1999-2000, where effective contacts with the host Government, foreign forces in the Democratic Republic of the Congo (Angola, Rwanda, Uganda, Zimbabwe) and "rebel groups" were essential for the security of United Nations personnel operating in their respective areas. Liaison arrangements with parties other than host Governments are based upon the circumstances of the time and may vary considerably.	46

		Paragraph in A/63/19
	As a consequence of findings from the various investigations following the Algiers bombing, the 2009 spring session of the United Nations System Chief Executives Board for Coordination endorsed a number of actionable recommendations and options for a more effective United Nations-wide security management system. As a consequence the Secretariat is currently engaged in the development and implementation of a process for accreditation of designated officials for security to host Governments. The Secretariat is seeking to establish host-country liaison committees focused on security issues and to develop a supplemental host-country agreement on security. An initial draft of that agreement has already been prepared.	
10.	**The Special Committee looks forward to the completion of the draft guidelines on Joint Mission Analysis Centres before its regular session in 2010.**	47
	A Department of Peacekeeping Operations briefing specifically focusing on the revision of the Joint Operations Centre/Joint Mission Analysis Centre policies and guidelines and on the implementation plan will be delivered to the Special Committee on Peacekeeping Operations in January 2010.	
III.	**Conduct and discipline**	
11.	**The Special Committee affirms that all peacekeeping personnel must be informed of and adhere to all applicable rules, regulations, provisions and guidelines provided by the United Nations for peacekeepers, as well as national laws and regulations.**	49
	Information on applicable rules, regulations and other provisions concerning matters of conduct and discipline is provided through training sessions for all peacekeeping personnel, prior to deployment and upon arrival in the field mission.	
	Information regarding the United Nations standards of conduct is also available on the website of the Conduct and Discipline Unit and on Intranet pages in seven field missions. The same information is also provided through pocket cards distributed to uniformed personnel. Field missions have placed posters in United Nations facilities regarding prohibited conduct in terms of sexual exploitation and abuse.	
	All investigations carried out by United Nations entities apply the same standards of conduct, irrespective of the category of personnel involved.	
12.	**The Special Committee requests that the United Nations ensure that steps are taken to restore the image and credibility of any United Nations peacekeeping mission or troop-contributing country or United Nations peacekeeping personnel when allegations of misconduct are, ultimately, legally unproven.**	51
	The website of the Conduct and Discipline Unit has been recently updated and provides current statistical information regarding allegations of misconduct on an aggregated basis.	
	Information regarding personnel from a particular Member State being subject to investigation into allegations, whether substantiated or not, would require further consultation with Member States.	
	Nevertheless, the Department of Field Support and the Department of Peacekeeping Operations will take steps in specific instances to publicly restore the image and credibility of any peacekeeping operation, troop-contributing country, police-contributing country or individual, in consultation with troop- and police-contributing countries, as appropriate.	

	Paragraph in A/63/19
13. The Special Committee encourages Member States and the Secretariat, including the Department of Peacekeeping Operations, to address the issues of accountability within their respective purviews. The revised model memorandum or understanding between troop-contributing countries and the United Nations specifically recognized the responsibility of commanders in respect of sexual exploitation and abuse. The generic terms of reference of Special Representatives of the Secretary-General and field commanders also indicate their accountability in terms of conduct and discipline issues.	52
14. The Special Committee encourages the Secretary-General and relevant troop-contributing countries to take the necessary measures to include new provisions on conduct and discipline in all memorandums of understanding agreed between the United Nations and Member States. All new memorandums of understanding do contain the provisions of the revised model memorandum. Furthermore, the Department of Field Support has drafted and is concluding its internal consultations on guidance for field missions concerning the implementation of the revised model memorandum of understanding.	53
15. The Special Committee ... requests the Secretariat to consider generating force military police units, which will be required to conduct investigations of acts of misconduct, from the countries which contribute the troops to a particular mission. The revised model memorandum of understanding assigns primary responsibility for investigations of acts of misconduct to Member States. Under the provisions of the revised memorandum of understanding, such investigations are to be conducted by a national investigations officer from the Member State whose personnel is alleged to have committed an act of misconduct. However, military police will most likely continue to investigate category II allegations and may be called upon to safeguard evidence in respect of category I allegations. A force military police unit has been deployed to the United Nations Mission in the Central African Republic and Chad (MINURCAT).	57
16. The Special Committee encourages further strengthening of cooperation and coordination among the Conduct and Discipline Unit at United Nations Headquarters; its teams in the field; the Office of Internal Oversight Services; and other relevant entities, both at Headquarters and in the field. The Conduct and Discipline Unit in the Department of Field Support provides day-to-day guidance and oversight for 14 conduct and discipline teams deployed in field missions. A workshop for the chiefs of the teams is held annually. Regular meetings are held between the Conduct and Discipline Unit and other entities, such as the Office of Internal Oversight Services, the Field Personnel Division of the Department of Field Support, the Office of Human Resources Management and its Administrative Law Unit, the office of the Police Adviser and the Military Adviser.	59

	Paragraph in A/63/19
17. The Special Committee looks forward to the publication of sexual exploitation and abuse victim assistance guide prepared by the Secretariat for the implementation of the United Nations Comprehensive Strategy throughout the United Nations system. The guide, entitled "Sexual exploitation and abuse victim assistance guide: establishing country-based mechanisms for assisting victims of sexual exploitation and abuse by United Nations/non-governmental/intergovernmental organization staff and related personnel", was finalized in April 2009. The report of the Secretary-General on the implementation of the United Nations Comprehensive Strategy on Assistance and Support to Victims of Sexual Exploitation and Abuse by United Nations Staff and Related Personnel (A/64/176) has been issued for discussion by the General Assembly at its sixty-fourth session.	60
IV. Strengthening operational capacity **Military capacities** **18. The Special Committee reiterates the need for timeliness and transparency in the recruitment of senior positions in the Office of Military Affairs and the head and deputy head of the military component in the field missions, and requests that Member States be kept informed of the progress in recruitment in a timely fashion.** The rotation and recruitment system of the Office of Military Affairs, from the vacancy announcement through the arrival of a selected candidate, is a process of distributed responsibility in various offices that, among other things, closely examines geographic balance in the Department of Peacekeeping Operations. Written communication (in the form of facsimiles) with Member States is maintained throughout the process. Reports are drafted for each candidate after they have been interviewed, then reviewed by the Office of Human Resources Management and the case review bodies. This attention to detail requires due time between an interview and final notification. Selection of the head and deputy head of military components in field missions is a deliberate and transparent process, based on a new standard of operating procedure. The process commences with deliberations on troop-contributing countries to be invited to nominate candidates and culminates with their selection and subsequent notification by the Secretary-General. Competence and merit are the criteria for selection of candidates. Throughout the process, a continuous dialogue is maintained with troop-contributing countries who nominate candidates for the post.	69
19. The Special Committee requests the Secretary-General to submit a report on the use of military utility helicopters in peacekeeping missions. A report of the Secretary-General on administrative and safety arrangements related to the management and use of military utility helicopters in peacekeeping missions is currently being prepared by a Department of Field Support/Department of Peacekeeping Operations expert working group. In order to benefit fully from ongoing consultations and to facilitate a constructive discussion of the topic, the report will be issued in mid-2010.	71

		Paragraph in A/63
20.	**The Special Committee recommends that, in order to overcome the contingent-owned equipment and sustainability shortfalls faced by some troop- and police-contributing countries, the Department of Peacekeeping Operations and the Department of Field Support continue to facilitate various enabling arrangements, including through other Member States and bilateral arrangements.** The two Departments continue to provide support to the maximum extent possible to troop- and police-contributing countries which are unable to fulfil the equipment and self-sustainment requirements established in their memorandums of understanding. During negotiations on the memorandums of understanding, the Departments explore and encourage bilateral support arrangements, typically between Member States. Where this is not possible, the Departments ensure that necessary support arrangements are provided by missions, utilizing United Nations-owned equipment and United Nations-provided or contracted support.	72
	United Nations police capacities	
21.	**The Special Committee acknowledges the gaps in the capacities of the Police Division, and stresses the importance of addressing them in a timely manner.** The General Assembly endorsed the restructuring of the Police Division in 2009 on the basis of a comprehensive review, which highlighted the pressing need to increase staffing and bolster planning capacity. Timely nominations of qualified candidates by Member States will be vital to complete the selection for the last 19 new posts by June 2010, enabling the Police Division to improve its efficiency and liaise more effectively with Member States.	73
22.	**The Special Committee calls upon the Secretariat to continue its efforts in developing standard operating guidelines and procedures and guidelines for United Nations policing, including for formed police units, in close consultations with Member States.** The Police Division continues to be engaged in developing several doctrine and policy instruments, such as the Strategic Doctrinal Framework and overarching doctrine for international police peacekeeping, to identify core functions and structures. These will be further developed through a series of policies for different issues, clusters of tasks, etc. A doctrine development group consisting of Member States and regional and subregional organizations was formed to help address the issues identified by the formed police unit proficiency testing and training teams. The outputs of the group's five Member State-led working groups have led to the development of a substantially revised Department of Peacekeeping Operations policy directive on formed police units, expected to be published in the coming months. This work is fully coordinated with other policy, guidance or doctrine initiatives through established coordination structures within the Department of Peacekeeping Operations and the Department of Field Support.	75

	Paragraph in A/63/19
23. The Special Committee encourages the Secretariat to improve procedures and guidance, in close cooperation with contributing countries, for timely, effective and transparent evaluation and recruitment of candidates. The new police selection and recruitment capacity will ensure the efficient selection, recruitment, deployment and rotation of qualified police for field missions, while broadening the base of contributing countries. Recruitment will target police with the transformational skills to execute police roles in the current post-conflict environments; the challenge is to ensure quality rather than quantity in the field. Selection for 19 new posts should be completed by June 2010, enabling the Police Division to improve efficiency and liaise more effectively with Member States. Timely nominations of qualified candidates by Member States will be extremely vital for the completion of the Police Division strengthening.	76
Rapid deployment	
24. The Special Committee invites the Secretariat to further explore possibilities [other than enhanced rapidly deployable capacities] until its next substantive session, in order to make the necessary capacities available for United Nations peacekeeping missions in crisis. Enhanced rapidly deployable capacities is still an outstanding requirement for United Nations peacekeeping. In the absence of appropriate financial arrangements and support from Member States to implement the concept, the "new horizon" non-paper (see www.un.org/en/peacekeeping/documents/newhorizon.pdf) focused its suggestions on the deployment of core mission headquarters structures to deliver rapidly an initial operating capacity for new missions. The non-paper also indicated that the Secretariat should recommend the supporting actions/accompanying measures that Member States and others could take to support the rapid deployment of a mission. It also noted that sequenced deployments might facilitate the delivery of the early critical elements for immediate mandate implementation. Finally it noted the value of a police standing capacity to support rapid deployment of headquarters elements.	77
25. The Special Committee takes note of the existing United Nations Standby Arrangements System and requests the Secretariat to engage with Member States in order to assess its effectiveness. The System is being examined following the failure of the enhanced rapidly deployable capacities concept.	78

		Paragraph in A/63/19
	Integrated planning	
26.	**The Special Committee reiterates the need for the full implementation of the integrated mission planning process and welcomes in this regard the production of the integrated mission planning process guidance package. The Special Committee calls for periodic briefings by the Secretariat on the status of its implementation.** The integrated mission planning process guidelines for the field, the final component of the guidance package, were released in early December 2009. Field colleagues were actively engaged in their development. The guidelines offer minimum standards for completion of an integrated strategic framework for peace consolidation between Missions and United Nations country teams. The missions are updating their coordination structures to conform with the new guidelines. The primary innovation is the requirement for direct senior-level engagement in the integrated mission planning process through a strategic policy group. Meanwhile, headquarters and field staff are being trained on the new guidance package. The Special Committee was briefed on the implementation of the integrated mission planning process in November 2009.	79
	V. Strategies for complex peacekeeping operations	
	Peacebuilding issues and the Peacebuilding Commission	
27.	**The Special Committee recommends that the Department of Peacekeeping Operations, taking into account the work of relevant United Nations bodies such as the Peacebuilding Commission as well as the Peacebuilding Support Office, further explore opportunities for partnerships in post-conflict situations with international financial institutions, as well as regional arrangements, with a view to establishing effective cooperation.** The Department of Peacekeeping Operations and the Department of Field Support have continued to pursue partnerships with the international financial institutions and regional arrangements with a view to enhancing effective cooperation in post-conflict situations. Concrete steps in 2009 include (a) in consultation with the Peacebuilding Support Office and other United Nations partners, implementation of the 2008 United Nations-World Bank cooperation framework, including establishment of a United Nations-World Bank steering committee, initiation of six pilot programmes to pursue enhanced cooperation in post-conflict contexts, ongoing dialogue between the Department of Peacekeeping Operations and the World Bank including on strategic coordination in countries where peacekeeping operations are deployed, disarmament, demobilization and reintegration, rule of law, and cooperation on emergency employment initiatives; and (b) partnership with regional arrangements in ongoing mission contexts, e.g. United Nations-African Union cooperation in Darfur and Somalia. The Department of Peacekeeping Operations is also deepening engagement with regional arrangements on cross-cutting issues, including the Economic Community of West African States (initiative on crime in West Africa organized by the Office of Rule of Law and Security Institutions); the African Union (peacekeeping capacity-building and policy development on key peacebuilding tasks, including security sector reform), the European Union (policy development on key peacebuilding tasks and European Union support for critical early tasks, e.g. the European Union stability instrument funding in coordination with the MINURCAT).	87

		Paragraph in A/63/19
	Disarmament, demobilization and reintegration	
28.	**The Special Committee reiterates the need for the work being undertaken to clarify the relationship between security sector reform and disarmament, demobilization and reintegration to be completed and presented to the Special Committee.** The Inter-Agency Working Group on Disarmament, Demobilization and Reintegration has reached the final stage of developing guidance in the form of a new module on the nexus between disarmament, demobilization and reintegration and security sector reform for the integrated disarmament, demobilization and reintegration standards.	91
	Security sector reform	
29.	**The Special Committee encourages the Secretariat to elaborate guidelines, in consultation with Member States, and stresses the importance of lessons learned and best practices.** The Security Sector Reform Unit, together with members of the inter-agency Security Sector Reform Task Force, is preparing interim system-wide technical guidance in priority areas that have been identified by field missions, Member States and regional organizations. The Security Sector Reform Unit is developing a repository of best practices and lessons learned that draws from the experience of a range of Governments, international organizations, non-governmental organizations and civil society. The Unit intends to complete this work by mid-2010.	92
30.	**The Special Committee supports the development of a United Nations roster of senior security sector reform experts who would be available on a short-term consultancy basis.** The Security Sector Reform Unit is finalizing a roster of experts who can be rapidly deployed upon request from the missions or national authorities, or engaged as consultants to Member States and regional organizations.	97
31.	**The Special Committee reiterates the need to establish a security sector reform unit in Office of Rule of Law and Security Institutions on the basis of the capacity approved by the General Assembly. The Special Committee continues to recognize the need for clear field mechanisms for coordination and implementation of security sector reform.** The Security Sector Reform Unit was established by the General Assembly in mid-2009 (resolution 63/287). Member States have established a number of security sector reform capacities in peacekeeping operations and special political missions, including the United Nations Integrated Office in Burundi, the United Nations Organization Mission in the Democratic Republic of the Congo, the United Nations Mission in Liberia, the United Nations Mission in the Sudan, the United Nations Integrated Mission in Timor-Leste (UNMIT), the United Nations Peacebuilding Support Office in Guinea-Bissau, the United Nations Office for West Africa and the United Nations Political Office for Somalia. These field mechanisms aim to support national actors in the coordination and implementation of security sector reform.	98

	Paragraph in A/63/19
Rule of law	
32. The Special Committee ... requests that, where mandated, the Department of Peacekeeping Operations continue to ensure that rule of law and transitional justice are integrated into the strategic and operational planning of peacekeeping operations. Components of the Office of Rule of Law and Security Institutions are either resident (Police Division) or non-resident (Criminal Law and Judicial Advisory Service, Security Sector Reform, Disarmament, Demobilization and Reintegration Section), members of the Integrated Operational Teams and, under the Teams' leadership, ensure that rule of law mandates are integrated into the strategic and operational planning of peacekeeping operations.	100
33. The Special Committee encourages the Secretariat to continue to implement lessons learned where appropriate and continue to report on its implementation and efforts in this regard. The Police Division continues to be engaged in the implementation of lessons learned, in close coordination with other areas of the Department. A review of the justice and corrections programmes of the United Nations Interim Administration Mission in Kosovo has been conducted, which will inform a lessons learned study to be completed in early 2010. Such lessons learned activities are fully coordinated with and supported by the overall strategies and methodology for lesson learning and knowledge management of the Policy, Evaluation and Training Division.	101
34. The Special Committee calls upon the Department of Peacekeeping Operations, within its responsibility as a lead entity and where mandated in peacekeeping operations, to ensure cooperation and coordination among all relevant United Nations actors, including through the Rule of Law Coordination and Resource Group, in order to ensure a holistic and coherent United Nations approach to the rule of law. Cooperation with relevant United Nations actors is undertaken by the Department of Peacekeeping Operations through the Rule of Law Coordination and Resource Group. In the field several missions convene United Nations system-wide rule of law working groups to coordinate all aspects of the Organization's rule of law support to the host country.	103

	Paragraph in A/63/19
35. The Special Committee, following the recent establishment of the Office of the Rule of Law and Security Institutions, requests the Department of Peacekeeping Operations to include in its next annual report an assessment on how the creation of that office has contributed to closer coherence and synergies among its own sections and between other United Nations actors to deliver rule of law mandates more effectively. Concrete outcomes include: collaboration among security sector reform, police, military, human rights and justice components leading to better prevention of sexual and gender-based violence in Burundi; handover of primary policing responsibility to Timorese police in three districts; improved protection of the rights of female detainees in Darfur through collaboration among the African Union-United Nations Hybrid Operation in Darfur prison and gender advisories and the United Nations Development Fund for Women; improved support for Afghanistan's police and prosecutorial services; improved technical support to national prosecutorial authorities and systematic tracking of criminal cases investigated by the Détachement intégré de sécurité (DIS) in Chad; deployment of the Joint Integrated Police Unit in Abiyei, Sudan with collaboration among the United Nations Mission in the Sudan (UNMIS), the United Nations Development Programme (UNDP), local police and donors; and community policing in internally displaced persons camps in the Sudan supported by UNMIS rule of law, police, gender, child protection and HIV/AIDS components together with UNDP. Joint Department of Peacekeeping Operations and UNDP rule of law programmes are being implemented in Afghanistan, the Democratic Republic of the Congo, Haiti, the Sudan and Liberia.	104
36. The Special Committee ... urges the Secretariat to implement measures to ensure that United Nations staff are made available to implement fully mandates related to the rule of law throughout the life of the mission, taking into account the relevant provisions of General Assembly resolutions 63/250 and 61/279. The Special Committee calls on the Department of Peacekeeping Operations to provide further details on the way forward to address comprehensively the provisions of adequate rule of law capacity, including in the field, taking into account the relevant provisions of the above-mentioned resolutions. While the broader human resource reforms being implemented by the Department of Peacekeeping Operations and the Department of Field Support will improve the capacity to deploy staff to meet emerging requirements and support career development, specialist civilian skill sets in the areas of justice and corrections will remain in very short supply, particularly when required on short notice. In this regard, the Department of Peacekeeping Operations has an urgent need in the rule of law area. Following a thorough process of departmental and inter-agency consultation, the Department recommends the creation of an initial rapidly deployable capacity made up of a small number of justice and corrections officers to work alongside the initial operating capability of the Standing Police Capacity.	105

		Paragraph in A/63/19
	Gender and peacekeeping	
37.	**The Special Committee underlines the need to finalize and implement the gender training strategy. It looks forward to working with the Secretary-General in the development and implementation of appropriate training programmes for all peacekeeping personnel deployed by the United Nations, to help them better prevent, recognize and respond to sexual violence and other forms of violence against women and girls.** A draft gender training strategy has been developed. It provides a framework for standardizing gender training materials and practice in the Department of Peacekeeping Operations and proposes ways to strengthen support to troop- and police-contributing countries for the delivery of effective gender training. The Department is updating existing training programmes for military, police and civilian peacekeeping personnel (including predeployment and induction programmes) to ensure that it includes guidance on protecting women and girls from sexual violence within the scope of mandate implementation.	106 and 107
38.	**The Special Committee urges the Department of Peacekeeping Operations to continue to develop a comprehensive strategy to implement General Assembly resolution 59/164 and Security Council resolutions 1325 (2000) and 1820 (2008).** The Department of Peacekeeping Operations/Department of Field Support action plan for implementation of Security Council resolution 1325 (2000) and 1820 (2008) was updated in 2008 and continues to provide a framework to support efforts to increase the participation of women in military, police and civilian components and to mainstream a gender perspective in planning for peacekeeping missions as well as in the development of policies and operational guidance for missions.	108 and 109
	Children and peacekeeping	
39.	**The Special Committee reiterates its request that the Department of Peacekeeping Operations further elaborate the role and responsibilities of child protection advisers within peacekeeping missions and outline clear modalities for cooperation with United Nations agencies, funds and programmes. The Special Committee requests the Secretary-General to take urgent action to appoint a new Special Representative on violence against children as requested by the General Assembly in its resolution 62/141.** In June 2009, the Department of Peacekeeping Operations approved and promulgated its policy directive on mainstreaming the protection, rights and well being of children affected by armed conflict within United Nations peacekeeping, after conducting broad-based consultations with field mission staff, UNICEF and the Office of the Special Representative of the Secretary-General for children and armed conflict. The policy directive defines the rationale and scope of the Department's engagement on children and armed conflict, elaborates the role and functions of child protection advisers in United Nations peacekeeping operations and defines strategic partnerships with UNICEF, the Office of the Special Representative of the Secretary-General for Children and Armed Conflict and all relevant child protection actors. The Department is currently working towards the development of the policy implementation plan with relevant partners. The Secretary-General appointed a Special Representative on violence against children on 1 May 2009.	112 and 113

		Paragraph in A/63/19
	HIV/AIDS and other health-related issues and peacekeeping	
40.	**The Special Committee requests that the Department of Peacekeeping Operations and the Department of Field Support provide an annual briefing to the Committee on the progress made in dealing with health-related issues in peacekeeping operations.** In conjunction with the Medical Support Section of the Department of Field Support, and the Medical Training Team of the Department of Safety and Security, the Medical Services Division of the Department of Management has initiated a series of actions aimed at strengthening the management of health related issues in the field, with particular emphasis during this reporting period on improved preparedness for emergency medical situations, including mass casualty incidents. An informal briefing will be provided in January 2010.	116
41.	**The Special Committee recognizes the need to standardize and streamline the reporting of medical data across United Nations peacekeeping missions, including repatriation and mortality data.** The Medical Services Division is in the process of extending its electronic medical records and occupational health management system, EarthMed, to authorized medical staff in the field. A pilot project was conducted in UNMIT in June. EarthMed will allow, among other things, the consolidation, standardization and streamlining of medical data. Such data will then be available for in-depth analysis, strategic planning and centralized reporting.	117
42.	**The Special Committee urges the Department of Peacekeeping Operations to further strengthen [the notification of casualty] system to permit more timely dissemination of information to troop- and police-contributing countries concerning incidents involving their nationals.** In accordance with the standard operating procedures on notification of casualties in peacekeeping operations and special political missions, notification of casualty for military and police is transmitted from the mission to the Situation Centre. The Situation Centre informs either the Office of Military Affairs or the Police Division, who in turn notify the respective Permanent Mission.	118
43.	**The Special Committee further stresses the need to ensure a speedy and appropriate follow-up on compensation claims submitted by the troop- and police-contributing countries in cases of illness, disability or death attributable to service.** In accordance with General Assembly resolution 52/177, the Secretariat endeavours to settle cases within the prescribed three-month period. However, not all cases can be settled within that time frame owing to the absence of proper supporting documentation. The Secretariat is bound by financial rules and regulations that require proper supporting documentation in order for the claims to be settled. In disability cases a medical determination cannot be made until a final medical report detailing the degree of permanent disability is received by the Secretariat. The length of time between the injury taking place and the determination by a medical doctor of the degree of permanent injury can be considerable. In such cases the Secretariat regularly corresponds with Member States requesting relevant information and reminders are sent to the Permanent Missions of the Member States.	119

		Paragraph in A/63/19
VI.	**Cooperation with troop-contributing countries**	
44.	**The Special Committee underlines the importance of interaction between potential troop-contributing countries and the Secretariat in the early stages of planning, and requests the Secretariat to produce predeployment threat assessments and make them available to potential troop-contributing countries.** A military threat assessment will be provided to all potential troop-contributing countries as part of the concept of operations and rules of engagement brief to enable Governments to make informed decisions about their level of participation in the mission.	130
45.	**The Special Committee requests the Secretariat to call immediately for a meeting of troop- and police-contributing countries in all cases of an emergency situation or in the event of a serious incident occurring in a mission area.** It has become common practice to provide troop- and police-contributing countries with comprehensive briefings on a regular basis. This applies even more in cases of an emergency situation or after a serious incident.	132
46.	**The Special Committee emphasizes that any invitation by the Secretariat to meetings on establishing a new peacekeeping mission, or expanding an ongoing one, should be transparent and should include all current and potential troop- and police-contributing countries of a specific mission.** It has been common practice to invite not only current but also potential new troop-contributing countries for briefings and meetings on a specific mission.	134
47.	**The Special Committee urges the Secretariat to consult with the troop-contributing countries in a timely manner when planning any change in the tasks, mission-specific rules of engagement, operational concepts or command and control structure which have an impact on the personnel, equipment, training and logistics requirements, so as to enable troop-contributing countries to give their advice in the planning process and to ensure that their troops have the capacity to meet the new demands. The Committee urges the Secretariat to consult with the troop-contributing countries concerned when planning a drawdown in a peacekeeping operation.** The Office of Military Affairs in conjunction with the Office of Operations and the integrated operational team, has strengthened the consultation process. The Office of Military Affairs has also taken steps to develop the operational advisory teams within the Military Planning Service that provide an outreach to new and emerging troop-contributing countries with advice prior to their deployment into mission. Mission drawdown is a political decision taken by the Security Council. The selection of which troops to drawdown is decided by the Mission bearing in mind the political and security situation on the ground. In this process every effort is made to accommodate the views of the troop- and police-contributing countries during drawdown.	135

	Paragraph in A/63/19
48. The Special Committee requests that the Secretariat establish a web-based access for all troop- and police-contributing countries to — at least — all relevant reports, documents, standing operating procedures, directives, guidelines, policies and briefing materials, such as those referred to in document A/63/615/Add.1, in consultation with troop- and police-contributing countries as appropriate. The peacekeeping resource hub, which was launched in May 2009, is now fully operational. Through this site, troop- and police-contributing countries have access to all peacekeeping training materials and the guidance documents referenced in those training materials. The Departments of Peacekeeping Operations and Field Support are in the process of incorporating the relevant documentation into the database, and the content will be updated regularly. The address of the log-in page to the peacekeeping resource hub is http://peacekeepingresourcehub.unlb.org/PBPS/Pages/Public/AccessPolicy.aspx	136
VII. Enhancement of African peacekeeping capacities	
49. The Special Committee reiterates the request that the established multidisciplinary African Union peacekeeping support team continue to serve as a coordinating point for all issues in the Department of Peacekeeping Operations related to cooperation with the African Union and to brief the Committee regularly on its functioning and mandate, particularly with regard to the question of providing much-needed support to the regional and subregional capacity. The ability of the support team to coordinate support has been strengthened through a system of designated focal points intended to help mainstream support throughout the relevant areas of the Department of Peacekeeping Operations and the Department of Field Support.	141
50. The Special Committee stresses the importance of close coordination between all international partners and donors supporting African Union capacity-building, including through enhancing the effectiveness of the existing training centres. Coordination has been strengthened with other stakeholders, particularly with the European Union, whose lead on the Amani Programme is a key component of African Standby Force development, and through the Group of Eight Africa clearing house.	143
VIII. Training	
51. Recalling paragraph 180 of its previous report,[1] the Special Committee further urges the Secretariat to translate all peacekeeping training materials into the six United Nations official languages. The core predeployment training materials and specialized predeployment training materials are expected to be translated into French by early 2010.	145

[1] *Official Records of the General Assembly, Sixty-second Session, Supplement No. 19* (A/62/19).

		Paragraph in A/63/19
52.	**The Special Committee reaffirms the need to ensure that all personnel selected for peacekeeping missions have the required professional background, expertise and training.** To standardize peacekeeping training across Member States, the Department of Peacekeeping Operations adopted a policy on support to military and police predeployment training for United Nations peacekeeping operations and accompanying standard operating procedures on training recognition, mobile training support teams and training of trainers in October 2009. The policy and standard operating procedures, developed in collaboration with Member States, clarify the training support services provided by the Department, and clarifies where the Department will seek to facilitate cooperation between Member States to develop training capabilities and address existing gaps in training or material. In 2009, six training of trainers activities were held and five training recognition requests were addressed to promote consistent use of newly developed training standards and materials across peacekeeping training centres.	146
53.	**The Special Committee looks forward to the rapid resumption of the recognition process.** Training recognition activities resumed in April 2009 and, as of 1 October 2009, one predeployment course for police personnel had been recognized pending issuance of a certificate.	150
54.	**The Special Committee looks forward to further improvement of the standardized training modules for potential senior mission leaders, and recalling paragraph 170 of its previous report,[1] reiterates the need to develop a training package on the integrated mission planning process and to include it as part of the senior mission leader training. The Special Committee looks forward to receiving an update on the progress made in this regard.** The Department of Peacekeeping Operations/Department of Field Support Integrated Training Service has implemented a new training module on integration at the senior mission leaders' course. In addition, the Service will be introducing a new session on the challenges associated with the integrated mission planning process at the forthcoming senior leadership programme in November 2009.	151
55.	**The Special Committee renews its call for the finalization, in consultation with Member States, of training standards and guidelines for formed police units and the finalization of specialized training modules for police.** Guidance and specialized predeployment training standards for formed police units are expected to be finalized by early 2010. The Police Division, with the support of the Integrated Training Service, provided Member States with a temporary curriculum and course specifications for formed police units in March 2004, which were revised in April 2009. The predeployment training standards for United Nations police were sent to Member States through a note verbale dated 9 June 2009 and have also been disseminated to them through the peacekeeping resource hub (http://peacekeepingresourcehub.unlb.org).	152

		Paragraph in A/63/19
56.	**The Special Committee calls upon the Secretariat to evaluate the senior mission administration and resource training programme, including through the post-course analysis of each programme, and the feasibility of Integrated Training Service taking over the conduct of the programme. The Special Committee looks forward to receiving the findings of the evaluation before the programme is institutionalized and funded.** As of 1 September 2009, the programme has been fully integrated into the activities of the Integrated Training Service, which will conduct a comprehensive external evaluation of the programme, including the course content and workshop evaluations, by the end of 2009. The Special Committee will be apprised of the results of the evaluation once it is concluded.	154
57.	**The Special Committee stresses the importance of maintaining an appropriate support and guidance capacity at United Nations Headquarters to ensure adequate oversight and guidance to the field and to complement the work of the Integrated Training Service. In this context the Special Committee requests the Secretariat to consider the viability of having a police operational advisory capacity in the Police Division.** This gap was addressed during the Police Division review and additional resources were requested. The Police Division has given priority to creating a policy development group from its existing resources, which will focus on police operational policy matters and assist the field missions in their deliberations for the time being. However the provision is temporary and it is expected that dedicated resources will be approved in the forthcoming budget to carry out the recommendation.	156
58.	**The Special Committee urges the Department of Peacekeeping Operations and the Peace Operations Training Institute to work together to promote the existing e-learning programmes, and highlights the importance of ensuring the use and further development of these materials.** The Peace Operations Training Institute participated in the annual workshop of integrated mission training centres from all peacekeeping operations in June 2009 to promote its e-learning programmes. In addition, the Institute has have been encouraged to update its e-learning programmes in the light of the updated United Nations core predeployment training materials disseminated in 2009.	157
IX.	**Personnel**	
59.	**The Special Committee believes that appropriate representation in the Department of Peacekeeping Operations, the Department of Field Support and peacekeeping missions should also take into account the contributions by Member States. The Special Committee urges the Secretary-General to ensure a fair representation of troop-contributing countries when selecting personnel for such staff positions.** The primary consideration in selecting personnel for positions in the Department of Peacekeeping Operations and the Department of Field Support remains that outlined in Article 101, paragraph 3, of the Charter of the United Nations: the necessity of securing the highest standards of efficiency, competence and integrity. The Departments continue to give due regard to the need for fair representation from troop-contributing countries. As a result, of the 133 individuals selected in 2009 for posts at Professional level and above, 85.7 per cent were from police-contributing or troop-contributing countries.	161

		Paragraph in A/63/19
60.	**The Special Committee expresses concern at the continuing low proportion of women in the Secretariat, in particular the low proportion of women from developing countries, especially at the senior levels, and stresses that, in the recruitment process, the continuing lack of representation or underrepresentation of women from certain countries, in particular developing countries, should be taken into account and those women should be accorded equal opportunities, in full conformity with relevant resolutions.** The Department of Peacekeeping Operations and the Department of Field Support continue to give due regard to the need to increase the representation of female staff in accordance with General Assembly resolution 59/164. In the Department of Peacekeeping Operations, out of the total professional staff on board, 32.5 per cent are women, of whom 25 per cent are from developing countries. In the Department of Field Support, 40 per cent of current professional staff are women, of whom 47 per cent are from developing countries. Targeted outreach activities have been undertaken to identify qualified female candidates.	163
61.	**The Special Committee, recalling paragraph 7 of section IX of General Assembly resolution 63/250, reiterates the request to the Secretary-General to take all necessary measures to ensure, at the senior and policymaking levels of the Secretariat, equitable representation of Member States, especially those with inadequate representation at those levels, and to continue to include relevant information in future reports to the Special Committee.** The primary consideration for selection for positions in the Department of Peacekeeping Operations and the Department of Field Support is the necessity of securing the highest standards of efficiency, competence and integrity, with due regard being paid to the importance of recruiting staff on as wide a geographical basis as possible, which is in accordance with Article 101, paragraph 3, of the Charter of the United Nations. The Departments continue to give due consideration to equitable representation of Member States for all posts at senior and policymaking levels. For positions at the P-5 level and above, 20 per cent of posts in the Department of Peacekeeping Operations and 23 per cent in the Department of Field Support are encumbered by staff from underrepresented countries. The increased mobility resulting from implementation of General Assembly resolution 63/250 will assist the Secretariat in its efforts to ensure greater gender balance and geographical distribution within and between field missions and headquarters.	164
62.	**The Special Committee remains concerned about the high number of vacancies in peacekeeping missions, and requests the Secretariat to accelerate the recruitment and approval process of personnel, including senior mission leadership.** The field central review bodies became fully operational as of 1 May 2009 with the promulgation of the Secretary-General's bulletin ST/SGB/2009/5. Missions are now required to select candidates from standing rosters developed by the Field Personnel Division of candidates who have been endorsed by the field central review bodies. The General Assembly, in its resolution 63/250, decided to revert at its sixty-fifth session to the proposal of the Secretary-General to establish a cadre of 2,500 civilian career peacekeepers (see A/61/850).	165

		Paragraph in A/63/19
63.	**The Special Committee recalls section II of General Assembly resolution 63/250, and requests the Secretary-General to swiftly implement the decisions on contractual arrangements and harmonization of conditions of service, as means of dealing with the high vacancy issue in peacekeeping operations.** Section II of resolution 63/250, relating to new contractual arrangements and conditions of service for staff in non-family missions, has been implemented in United Nations peacekeeping operations and special political missions with effect from 1 July 2009. While the conditions of service of staff in non-family missions have been aligned with those of the Secretariat, the issue of compensation for the cost of maintaining a separate household for family members who are not permitted to join the staff member at the non-family mission remains to be addressed. This issue is expected to be raised with the General Assembly at its sixty-fifth session.	166
64.	**The Special Committee, recalling paragraph 6 of section XI of General Assembly resolution 59/296, requests the Secretary-General to continue to ensure greater use of national staff in peacekeeping operations, when feasible.** Peacekeeping missions have been instructed to identify functions currently being performed by international staff that could be performed by national staff. The Secretary-General's report on National Professional Officers (A/62/762), recommending a number of flexibility measures in the recruitment of National Professional Officers, is pending consideration by the General Assembly.	167
65.	**The Special Committee recalls that English and French are the two working languages of the Secretariat. In this regard, it encourages the Secretary-General to take steps to employ staff in the Department of Peacekeeping Operations and the Department of Field Support who are competent in using the Secretariat's working languages.** Recruitment guidelines for posts include specific language skills as an evaluation criterion for selection of the most suitable candidate. Competency in using the Secretariat's working languages is given due consideration when selections are being made.	168
66.	**The Special Committee urges the Department of Peacekeeping Operations and the Department of Field Support to make further efforts in recruiting staff and experts on mission with language skills that are relevant to the particular mission area where they are to be deployed, to address specific requirements of peacekeeping operations.** Recruitment guidelines for field missions include post-specific language skills as a criterion for the selection from the Field Personnel Division rosters. Targeted recruitment campaigns have also been undertaken to identify qualified candidates with the language skills required by peace operations.	169

		Paragraph in A/63/19
67.	**The Special Committee in this context (death and disability claims process) recalls section X of General Assembly resolution 61/276 and requests the Secretary-General to ensure its full and timely implementation.** In response to General Assembly resolution 61/276, the Secretary-General presented a report (A/63/550) to simplify, streamline and harmonize the process for payment of death and disability compensation to the members of military contingents, formed police units, military observers and civilian police officers, including the equal treatment to all uniformed personnel deployed in field missions, to be considered by the General Assembly at its sixty-fourth session.	172
X.	**Financial issues**	
68.	**The Special Committee notes that there are still contributors that have not yet been reimbursed for their participation in various ongoing and closed missions, going back more than a decade. The Special Committee urges the Secretariat to continue to look into practical modalities to address this exceptional circumstance and to inform Member States at the earliest opportunity of progress made in this endeavour.** Outstanding reimbursement of troop-contributing countries for their participation in closed missions is due to unpaid assessments and can only be resolved through payment of outstanding assessments by Member States.	175
XI.	**Other matters**	
69.	**The Special Committee requests the Secretary-General to report on any implications, including legal, of updating established terminology ("troop-contributing countries" and "police-contributing countries") before its 2010 substantive session.** Historically, the term troop-contributing country has been used in a legal context mainly in reference to countries providing formed units to peacekeeping operations, which units have been military contingents for the most part. It has had particular significance in relation to such questions as reimbursement to the concerned countries for the contingent-owned equipment used by their troops, as well as for other administrative matters, such as investigations and boards of inquiry. With the increasing employment of formed police units in peacekeeping operations, the term police-contributing country is used in appropriate contexts. More generally when the Secretariat speaks about Member States' level of troop and police contributions to United Nations peacekeeping operations, the figures also include staff officers, military observers and individual police officers. Accordingly, whether the terms troop-contributing country and police-contributing country are used together, or separately, should depend on the context.	180

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Programme budget for the biennium 2008-2009

Second performance report on the programme budget for the biennium 2008-2009

Report of the Advisory Committee on Administrative and Budgetary Questions

1. The Advisory Committee on Administrative and Budgetary Questions has considered an advance copy of the Secretary-General's second performance report on the programme budget of the United Nations for the biennium 2008-2009 (A/64/545). During its consideration of the report, the Advisory Committee met with representatives of the Secretary-General, who provided additional information and clarification.

2. **The Advisory Committee commends the Secretary-General for having submitted the second performance report earlier than in the past, as recommended by the Committee (A/62/589, para. 2), to ensure its availability to Member States in time for their consideration of the proposed programme budget for the biennium 2010-2011. In the view of the Committee, the second performance report would be a more useful accountability and monitoring tool for Member States in their review of the financial aspects of the performance of the budget if it contained a greater degree of analysis of data and subsequent trends over past bienniums.**

3. The anticipated final level of expenditures and income for the biennium 2008-2009 is based on the actual expenditures for the first 21 months of the biennium, the projected requirements for the last three months, changes in inflation and exchange rates and cost-of-living adjustments as compared with the assumptions made in the first performance report (A/63/573).

4. The Advisory Committee notes that the anticipated final level of expenditures and income for the biennium represents a net decrease of $85.4 million compared with the revised appropriation and estimate of income approved by the General Assembly in its resolutions 63/264 A to C, 63/268 and 63/283. The projected expenditure for the biennium 2008-2009 is estimated at $4,792.4 million, a decrease of $92.8 million (1.9 per cent) compared with the revised appropriation of

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$4,885.2 million. Projected income is estimated at $550.5 million, a decrease of $7.4 million (1.3 per cent) over the revised income estimates of $557.9 million. Details are provided in table 1 of the second performance report.

5. The net decrease of $85.4 million reflects the combined effects of: (a) projected additional requirements of $36.9 million due to changes in exchange rates ($22.9 million), commitments entered into under the provisions of resolution 60/249 on unforeseen and extraordinary expenses and in respect of decisions of policymaking organs ($6.6 million) and a decrease in income ($7.4 million); and (b) reduced requirements of $122.3 million due to changes in inflation ($27.9 million) and variations in post costs and adjustments to other objects of expenditure, based on actual anticipated requirements ($94.4 million).

6. Explanations concerning the requirements relating to changes in exchange rates and inflation are provided in the performance report, as are details regarding the budgeted and realized rates of exchange and information on changes in exchange rates and inflation by duty station (A/64/545, paras. 8-15, tables 4 and 5 and figs. I-III).

7. As noted in the performance report, the exchange rates that were used comprised: (a) actual exchange rates from January to October 2009; and (b) the October exchange rates for the months of November and December 2009. The actual requirements reflect the weakening of the United States dollar during 2009 in comparison with the exchange rates used in calculating the revised appropriation. For the calculation of the revised appropriation for 2009, the November exchange rate was applied to all duty stations except for Port of Spain and Beirut, for which an average of the relevant 2008 exchange rates was applied. This is consistent with approved methodology in order to allow for the lowest estimate for each duty station.

8. The above-noted increase in the amount of $22.9 million for exchange-rate-related requirements is the net result of additional requirements in the amount of $33.5 million at eight locations (Bangkok, Beirut, Geneva, Nairobi, the United Nations Military Observer Group in India and Pakistan, The Hague, Santiago and Vienna), offset by reduced requirements in the amount of $10.6 million at three duty stations (Addis Ababa, Gaza and Mexico City), as follows:

	Additional requirements
Swiss franc	$18.7 million
Euro	$6.9 million
Chilean peso	$5.5 million
Kenya shilling	$1.6 million
Thai baht	$0.6 million
Other	$0.2 million
Subtotal	**$33.5 million**

Reduced requirements	
Ethiopian birr	($8.9 million)
Other	($1.7 million)
Subtotal	**($10.6 million)**
Total	**$22.9 million**

9. Under the terms of General Assembly resolution 62/239 on unforeseen and extraordinary expenses, the Secretary-General is authorized, with the prior concurrence of the Advisory Committee, to enter into commitments for: (a) amounts not exceeding a total of $8 million in one year relating to peace and security; (b) such commitments as the President of the International Court of Justice certifies relating to Court expenses; and (c) amounts not exceeding $1 million for security measures.

10. In this connection, total additional requirements of $6,636,700 (A/64/545, paras. 16-36 and table 7) are a net result of:

(a) Net commitments certified by the Secretary-General for the maintenance of peace and security ($3,422,600) relating to:

(i) Programme budget section 3 (Political affairs) ($2,986,300) for the Gaza Board of Inquiry, the Panel of Experts on the Democratic People's Republic of Korea, the Special Envoy of the Secretary-General for Assistance to Pakistan, support to the dialogue process in Madagascar, and the Special Adviser to the Group of Friends of Democratic Pakistan;

(ii) Programme budget section 5 (Peacekeeping operations) ($436,300) for the United Nations arrangement in support of the Geneva international discussions and the joint incident prevention and response mechanism;

(b) Commitments certified by the President of the International Court of Justice for unforeseen expenses ($410,000) for the payment of pensions, travel, removal expenses and installation grants of members of the Court;

(c) Total commitments ($2,804,100) in connection with decisions of policymaking organs relating to:

(i) Commitments in the amount of $1,936,400 gross ($1,849,800 net) for the construction of additional office facilities at the Economic Commission for Africa, which were entered into by the Secretary-General for the biennium 2008-2009 as previously approved by the General Assembly in its resolution 62/238 and which, following project delays, would still be required in future for the implementation of the project;

(ii) An estimated amount of $867,700 gross for the Conference on the World Financial and Economic Crisis and its Impact on Development, held from 1 to 3 June 2009, as decided by the General Assembly in its resolution 63/277.

11. In addition, commitments in the net amount of $11,320,100 were entered into, in connection with the limited discretion for budgetary implementation authorized in resolution 60/283 for the enterprise resource planning system ($2,764,000) and for operational preparedness and business continuity in a protracted crisis resulting

from a human influenza pandemic ($8,556,100). These requirements have been funded through the utilization of savings identified under programme budget sections 2, 5, 9, 17, 21, 23 and 27.

12. The Advisory Committee notes from paragraph 27 of the report that the Secretary-General intends to propose the continuation of the limited budgetary discretion mechanism and to submit, at the sixty-fourth session, a comprehensive report on the implementation of the limited discretionary authority experiment authorized under the provisions of section III of resolution 60/283. The Committee will provide its comments on the utilization by the Secretary-General of the limited discretionary authority mechanism in the current biennium in its report on that issue.

13. An underexpenditure of $94,400,000 is projected relating to post incumbency and other changes reflecting: (a) the difference between realized vacancy rates and those assumed in the revised appropriations; (b) differences between actual average salary and common staff costs compared with the standards included in the revised appropriations; and (c) adjustments to objects of expenditure other than posts based on actual and anticipated requirements to the end of the biennium. Details are provided in paragraphs 37 to 61 of the performance report (A/64/545).

14. Budgeted vacancy rates for the biennium 2008-2009 for continuing posts are 6.5 per cent for Professional posts and 3.5 per cent for General Service posts. The average vacancy rate for the Professional category increased from 8.2 per cent in 2008 to 8.9 per cent in 2009, and the average vacancy rate for the General Service category from 3.2 per cent in 2008 to 3.7 per cent in 2009. The report also indicates that high budgeted vacancy rates of 50 per cent and 35 per cent for Professional and General Service posts, respectively, were applied in sections with newly approved posts, such as in connection with administration of justice (resolution 63/228), development-related activities (resolution 63/260) and the strengthening of the Department of Political Affairs (resolution 63/261).

15. The Advisory Committee notes the underexpenditure under the budgetary category of posts. Of the revised appropriation in the amount of $2,286,471,900, a total of $2,197,505,400 is proposed as the final appropriation, representing an underexpenditure of $88,966,500. The Committee notes the significant budgetary implications of higher-than-budgeted vacancy rates and recalls its comments that efforts should be made to carefully monitor budgetary assumptions in view of the large discrepancies between the budgeted and realized vacancy rates (A/62/589, para. 13).

16. Table 1, which is based on information provided to the Committee upon request, shows authorized regular budget posts that remained vacant as at 31 October 2009.

Table 1
Vacant authorized posts under the regular budget as at 31 October 2009

Section	*Vacant posts*	*Professional*	*General Service*	*Level*[a]
1. Overall policymaking, direction and coordination	18	13	5	2 D-1, 6 P-5, 1 P-4, 4 P-3, 2 GS (OL), 3 GS (LL)
2. General Assembly and Economic and Social Council affairs and conference management	95	56	39	1 D-2, 1 D-1, 5 P-5, 20 P-4, 24 P-3, 5 P-2/1, 1 GS (PL), 35 GS (OL), 3 TC
3. Political affairs	44	34	10	1 D-1, 5 P-5, 9 P-4, 13 P-3, 6 P-2/1, 1 GS (PL), 6 GS (OL), 2 SS, 1 FS
4. Disarmament	2	1	1	1 P-5, 1 GS (OL)
5. Peacekeeping operations	48	8	40	1 D-2, 1 P-5, 2 P-4, 2 P-3, 2 P-2/1, 1 GS (OL), 39 FS
6. Peaceful uses of outer space	1	1	—	1 P-3
7. International Court of Justice	3	3	—	2 P-4, 1 P-3
8. Legal affairs	3	1	2	1 P-3, 2 GS (OL)
9. Economic and social affairs	44	28	16	6 D-1, 4 P-5, 7 P-4, 6 P-3, 5 P-2/1, 2 GS (PL), 14 GS (OL)
10. Least developed countries, landlocked developing countries and small island developing States	4	4	—	1 P-5, 3 P-4
11. United Nations support for the New Partnership for Africa's Development	11	10	1	1 USG, 1 P-5, 3 P-4, 5 P-3, 1 GS (OL)
12. Trade and development	21	18	3	4 D-1, 2 P-5, 3 P-4, 6 P-3, 3 P-2/1, 1 GS (PL), 2 GS (OL)
17. Economic and social development in Africa	66	51	15	14 P-5, 16 P-4, 14 P-3, 7 P-2/1, 2 GS (LL), 13 NO
18. Economic and social development in Asia and the Pacific	35	25	10	1 D-1, 7 P-5, 6 P-4, 9 P-3, 2 P-2/1, 9 GS (LL), 1 NO
19. Economic development in Europe	11	8	3	3 P-5, 1 P-4, 2 P-3, 2 P-2/1, 1 GS (PL), 2 GS (OL)
20. Economic and social development in Latin America and the Caribbean	23	20	3	1 D-1, 4 P-5, 6 P-4, 6 P-3, 3 P-2/1, 3 GS (LL)
21. Economic and social development in Western Asia	32	28	4	1 D-2, 5 P-5, 10 P-4, 7 P-3, 5 P-2/1, 3 GS (LL), 1 NO
23. Human rights	53	44	9	1 D-1, 10 P-5, 18 P-4, 10 P-3, 5 P-2/1, 9 GS (OL)
24. International protection, durable solutions and assistance to refugees	1	1	—	1 ASG
25. Palestine refugees	10	9	1	1 P-5, 4 P-4, 4 P-3, 1 GS (OL)
26. Humanitarian assistance	2	2	—	1 D-2, 1 D-1
27. Public information	30	11	19	3 D-1, 2 P-5, 2 P-4, 3 P-3, 1 P-2/1, 13 GS (OL), 5 GS (LL), 1 NO
28. Management and support services	33	11	22	2 P-4, 3 P-3, 6 P-2/1, 1 GS (PL), 17 GS (OL), 4 TC

Section	*Vacant posts*	*Professional*	*General Service*	*Level*[a]
29. Internal oversight	17	14	3	1 D-1, 2 P-5, 5 P-4, 3 P-3, 3 P-2/1, 3 GS (OL)
33. Safety and security	20	3	17	2 P-3, 1 P-2/1, 1 GS (OL), 1 SS, 15 GS (LL)
36. Office of Information and Communications Technology	16	12	4	1 D-1, 3 P-5, 7 P-3, 1 P-2/1, 4 GS (OL)
Subtotal	**643**	**416**	**227**	**1 USG, 1 ASG, 4 D-2, 23 D-1, 77 P-5, 120 P-4, 133 P-3, 57 P-2/1, 7 GS (PL), 114 GS (OL), 7 TC, 3 SS, 40 GS (LL), 40 FS, 16 NO**
Income section 3. Services to the public	12	2	10	1 P-4, 1 P-3, 2 GS (PL), 8 GS (OL)
Total	**655**	**418**	**237**	**1 USG, 1 ASG, 4 D-2, 23 D-1, 77 P-5, 121 P-4, 134 P-3, 57 P-2/1, 9 GS (PL), 122 GS (OL), 7 TC, 3 SS, 40 GS (LL), 40 FS, 16 NO**

[a] The following abbreviations relating to posts have been used in the table: USG, Under-Secretary-General; ASG, Assistant Secretary-General; GS, General Service; PL, Principal level; OL, Other level; LL, Local level; NO, National Officer; FS, Field Service; SS, Security Service; TC, Trades and Crafts.

17. The Advisory Committee was informed that actual vacancy rates continue to be higher than budgeted owing to the length of time it takes to fill posts (see para. 18 below). **The Committee points out that the time frame for filling posts has not improved over time and the related actual and budgeted vacancy rates have not changed markedly. In the interim, new posts continue to be requested in the proposed budget of any given biennium, indicating that post requirements and budgeted vacancy rates may not be based on realistic assumptions. The Committee is concerned about the related financial implications that that practice represents and believes that there is a need for tighter budgetary control in this connection. The Committee requests that the planning assumptions used during the decision-making process for budgetary requests regarding whether to retain existing posts and/or request the establishment of new posts be more realistic in order to avoid vacancy rates that are consistently above those that are budgeted.**

18. In this connection, the Advisory Committee recalls its comments in paragraph 44 of its first report on the proposed programme budget for the biennium 2010-2011 (A/64/7). At the time, the Committee was informed that vacancy rates were understated since, for budgetary purposes, a post was defined as vacant only if no person was charged against the post and that, in terms of human resources management, a vacancy was understood to constitute a post available for recruitment or placement as defined in paragraph 3.1 of administrative instruction ST/AI/1997/7. The Committee noted that no entity in the Secretariat had a true picture of the actual vacancies that exist. The Committee also indicated that it expected that that matter would be addressed expeditiously through such means as the introduction of the enterprise resource planning system.

19. Further underexpenditures are also observed under: (a) consultants and experts ($3,528,500); contractual services ($10,929,000); supplies and materials

($3,253,400); improvement of premises ($841,500); and other ($29,966,800). Overexpenditures are observed, under, inter alia: (a) other staff costs ($22,811,900); travel of staff ($10,810,900) (see paras. 20-22 below); general operating expenses ($3,511,100); furniture and equipment ($4,252,100); and grants and contributions ($3,233,600). **The Advisory Committee believes that, in order to enhance budgetary control and ensure transparency, information should be provided in future performance reports as to the reasons for variations in expenditure.**

20. Projected expenditures across budget sections with regard to travel of staff amount to $76,602,400, representing a net increase of $10,810,900 (16 per cent) over the revised appropriation of $65,791,500 (A/64/545, para. 50 (a) to (i) and schedule 2).

21. The Advisory Committee recalls that, during the biennium 2006-2007, a number of sections exceeded the level of appropriation for travel of staff by more than 25 per cent (A/62/589, para. 14). Table 2 shows a comparison of overruns from the biennium 2006-2007 to the current biennium.

Table 2
Comparison of overruns for travel of staff

Budget section	*2006-2007 overrun (Percentage)*	*Revised 2008-2009 appropriation*	*Proposed 2008-2009 final appropriation*	*2008-2009 overrun/ underrun*	*Change 2006-2008 to 2008-2009*
		(Thousands of United States dollars)		*(Percentage)*	
1. Overall policymaking, direction and coordination	42.2	3 576.1	5 205.5	45.6	3.4
2. General Assembly and Economic and Social Council affairs and conference management	51	330.3	773.5	134	83
4. Disarmament	56	333.9	464.9	39	(16.8)
10. Least developed countries, landlocked developing countries and small island developing States	68.8	192.4	213.1	11	(57.8)
11. United Nations support for the New Partnership for Africa's Development	[a]	446.6	661.1	48	[a]
21. Economic and social development in Western Asia	26.4	627.8	829.4	32	5.6
23. Human rights	[a]	3 054.0	4 611.3	51	[a]
28A. Office of the Under-Secretary-General for Management	252.1	66.4	545.2	721	468.9
28B. Office of Programme Planning, Budget and Accounts	33.6	280.7	151.8	(46)	(79.6)
28C. Office of Human Resources Management	133.9	732.4	962.1	31	(102.9)
28E. Administration, Geneva	157.5	89.9	278.0	209	51.5
28F. Administration, Vienna	123.1	34.3	73.8	115	(8.1)
33. Safety and security	61	1 708.4	3 752.9	119.7	58.7

[a] Section is included for the first time. It was not included in the Committee's previous table (see A/62/589, para. 14), since the overrun related to the travel of staff was less than 25 per cent in 2006-2007.

22. The Advisory Committee recalls its comments with regard to overruns in connection with the travel of staff (A/62/589, para. 15). The Committee notes the explanations provided under paragraph 50 (a) to (i) of the performance report, but regrets that expenditure overruns for the travel of staff have not improved overall, with the exception of sections 4, 10, 28 B, 28 C and 28 F, which have shown various degrees of improvement. **The Committee therefore reiterates its request that an analysis be undertaken of the underlying causes of overexpenditure under travel of staff in cases where it occurs in consecutive bienniums. The Committee reiterates furthermore the need to keep expenditures within the approved budget through tighter planning assumptions and budgetary control mechanisms.**

23. Unliquidated obligations, as at the end of October 2007, amounted to $212.2 million (A/64/545, para. 62). The Advisory Committee was informed that the level of unliquidated obligations was not directly comparable to that of the unliquidated obligations included in the performance reports for peacekeeping operations owing to the timing of the performance reports for the respective financial period. In the case of peacekeeping operations, the unliquidated obligations amount reported is the final amount following closure of the financial period. Therefore, the only changes to the unliquidated obligation amount are based on disbursements effected during the following financial period and can only decrease from the amount reported. In the case of the second performance report for the biennium 2008-2009, the amount reported is the amount as at 31 October 2009, which, with three months remaining, would be subject to change.

24. Paragraph 69 of the performance report indicates that the General Assembly, in paragraph 4 of section XII of its resolution 63/263, requested the Secretary-General to compare the recosting methodologies used by other international organizations with that used by the Secretariat and to report thereon in the context of the second performance report on the programme budget for the biennium 2008-2009. The United Nations System Chief Executives Board for Coordination was requested to conduct a review to update the main contents of the first edition of its report on budgeting practices in United Nations system organizations (CEB/2003/HLCM/21). The second edition of the survey (CEB/2009/HLCM/FB/14), which includes input from 16 United Nations system organizations, updates the main contents of the report issued in 2003 and extends the scope of the previous research, with particular reference to the methodologies to recalculate cost estimations during the budget period (recosting methodologies), links between planning, programming and budgeting and transition towards results-based budgeting. As further noted in the performance report, the recosting methodology used by the United Nations in preparing the programme budget for 2008-2009 has remained unchanged from that used in previous bienniums and endorsed by the General Assembly in its resolution 47/212 A. Under this methodology, recosting is the revision process whereby adjustments in the level of appropriations are made as a result of variations in operational rates of exchange, actual inflation experience, average level changes and vacancy rates previously assumed. The programme budget is recosted four times in the biennial cycle. The Advisory Committee notes the explanations provided by the Secretary-General in his report concerning the recosting methodology (A/64/545, paras. 69-74).

25. The Advisory Committee received, upon request, a table of the recosted amounts from the biennium 1996-1997 to the biennium 2008-2009 (see table 3).

Table 3
Evolution of recosted amounts per biennium
(Millions of United States dollars)

Biennium	*Recosting contained in proposed programme budget proposals*[a]	*Recosting reflected at time of initial appropriation*[b][c]	*Recosting reflected in the first performance report*[b][d]	*Recosting reflected in the second performance report*[b][e]	*Total recosting*
1996-1997	176.9	89.9	(39.5)	(47.7)	179.6
1998-1999	103.7	(113.7)	(56.3)	(19.2)	(85.5)
2000-2001	119.8	(87.6)	(49.9)	19.6	1.8
2002-2003	129.3	35.3	113.3	66.9	344.8
2004-2005	152.4	150.5	123.9	38.4	465.2
2006-2007	195.3	(52.8)	66.7	33.4	242.6
2008-2009	200.4	43.7	179.4	(5.0)	418.5

[a] Recosting adjustments are estimated change against assumptions made during the prior phase of the budget cycle.

[b] Proposed programme budget for the biennium 1996-1997 (A/50/6 (Part one)), 1998-1999 (A/52/6 (Part one) (1)), 2000-2001 (A/54/6 (Part one) (1)), 2002-2003 (A/56/6 (Introduction)), 2004-2005 (A/58/6 (Introduction)), 2006-2007 (A/60/6 (Introduction)) and 2008-2009 (A/62/6 (Introduction) and Corr.1).

[c] Revised estimates: effect of changes in rates of exchange and inflation for the biennium 1996-1997 (A/C.5/50/38), 1998-1999 (A/C.5/52/34), 2000-2001 (A/54/623/Add.1 and Corr.1), 2002-2003 (A/56/659), 2004-2005 (A/58/528), 2006-2007 (A/60/599) and 2008-2009 (A/62/587).

[d] First performance report on the programme budget for the biennium 1996-1997 (A/C.5/51/38), 1998-1999 (A/53/693), 2000-2001 (A/55/645/Add.1), 2002-2003 (A/57/616), 2004-2005 (A/59/578), 2006-2007 (A/61/593) and 2008-2009 (A/63/573).

[e] Second performance report on the programme budget for the biennium 1996-1997 (A/C.5/52/32 and Corr.1), 1998-1999 (A/54/631 and Corr.1), 2000-2001 (A/56/674 and Corr.1), 2002-2003 (A/58/558), 2004-2005 (A/60/572), 2006-2007 (A/62/575) and 2008-2009 (A/64/545).

26. **The Advisory Committee recommends that the General Assembly take note of the second performance report on the programme budget for the biennium 2008-2009 (A/64/545).**